REGIONAL HOUSING STATEMENT UPDATE

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
PLANNING DEPARTMENT AUG. 1984

TABLE OF CONTENTS

1.0 INTRODUCTION 1

1.1 Background 1
1.2 Purpose and Scope of the Report 3
1.3 Study Approach 3
1.4 Report Format 3
1.5 Summary of Major Findings, Conclusions, and Recommendations 4
1.5.1 Findings 4
1.5.2 Conclusions 9
1.5.3 Recommendations 13

2.0 DEMOGRAPHIC AND HOUSING TRENDS IN OTTAWA-CARLETON: A HISTORICAL PERSPECTIVE 19

2.1 Economic Growth 19
2.1.1 Net Migration and New Jobs the Driving Force 19
2.1.2 Economic Growth 20
2.2 Population Growth 22
2.3 Age Distribution of the Population 23
2.4 Households 25
2.4.1 Household Growth 25
2.4.2 Household Distribution 26
2.5 Household Sizes 28
2.6 Housing Production 28
2.6.1 Overall Supply 28
2.6.2 Changes in the Composition of the Housing Stock 30
2.6.2.1 Apartments 30
2.6.2.2 Attached Housing 31
2.6.2.3 Singles 32
2.6.3 Changes in the Distribution of the Housing Stock 33
2.6.3.1 Within the National Capital Area 33
2.6.3.2 Within the Region 44
2.6.4 Changes in the Tenure of the Housing Stock 36
2.7 The Assisted Social Housing Stock 38
2.7.1 The Existing Assisted Stock 38
2.7.2 The Production of Assisted Social Housing 41
2.7.3 Other Housing Assistance 42
2.8 Shelter Costs and Income 43
2.8.1 Home Ownership Costs 44
2.8.2 Rental Costs 45
2.8.3 Income 47

3.0 FUTURE HOUSING REQUIREMENTS 50

3.1 Overall Housing Requirements 50
3.1.1 Units Required to House New Households .. 51
3.1.2 The Impact of Growth in Households 1983-1988 53
3.1.3 Units Required to Provide for a 3% Rental Vacancy Level 55
3.1.4 Replacements for Units Lost through Demolition and Conversion 55
3.2 Ownership/Rental Requirements 52
3.3 Unit Type of Requirements 59

3.4 Assisted Housing Requirements 60
3.4.1 Introduction 60
3.4.2 Housing Affordability Analysis 61
3.4.2.1 Comparison of Affordability 1974-1981 61
3.4.2.2 The Effect of Increasing the Rent-to-Income Ratio 63
3.4.2.3 Affordabilty Problems of Tenant Households 64
3.4.2.4 Intercity Comparison of Affordability 65
3.4.2.5 Conclusions 65
3.4.3 The Region's Non-Profit Demand Survey ... 66
3.4.4 Waiting Lists 69
3.4.4.1 General 69
3.4.4.2 Ottawa-Carleton Regional Housing Authority 70
3.4.4.3 City Living Waiting Lists 71
3.4.4.4 Synthesis of Waiting List Demand and Affordability Analysis 73
3.5 Special Needs Housing 74

4.0 HOUSING CONSTRAINTS 79

4.1 Introduction 79
4.2 Meeting the Overall Housing Requirements 79
4.3 Meeting Rental Housing Requirements 81
4.3.1 Encouraging New Private Market Rental Construction 81
4.3.2 Preserving the Existing Rental Stock 97
4.4 Providing Sufficient Lands 90
4.4.1 Land Supply 90
4.4.2 Building Lot Supply 92
4.4.3 Land Ownership 94
4.5 Meeting Assisted Housing Requirements 96
4.5.1 Making Better Use of Our Existing
4.6 Assisted Housing Stock 100
4.6.1 Establishment of a Common Waiting List 100
4.6.2 Publishing Housing Information 101
4.6.3 Regional Non-Profit Reassessment 102
4.6.3 Limited Dividend Housing 103
4.7 Meeting Emergency Housing Requirements 104

5.0 REASSESSING THE REGIONAL ROLE IN HOUSING 107

5.1 The Regional Official Plan 107
5.2 The Roles and Responsibilities Adopted by Council in Oct. 1978 109
5.3 Council's Regulatory Powers 111
5.4 Social Service Housing Responsibilities 111
5.5 Maintaining the Regional Role in Housing 112
5.6 Staff Reporting and Responsibilities 113

ANNEXES

A - Occupied Dwellings by Tenure, 1961-1981 116
B - Regional Housing Affordability Analysis 117
C - Conversion Activity in Ottawa, 1976-1983 130
D - Income Data - Definitions and Limitations 132
E - The Public Participation Process and Planning Department Response To Briefs ..... Separate Report
F - Summary of Local Municipal Zoning By-laws on the Establishment of Group Homes 134

LIST OF TABLES

2.1 Components of Population Growth, Ottawa-Carleton, 1961-1983 19

2.2 Average Annual Employment Growth by Sector, Ottawa-Hull, 1971-1982 (percent) 21

2.3 Population Growth in Ottawa-Carleton, 1961-1981 23

2.4 Household Distribution by Type of Household, Ottawa-Carleton, 1971-1981 26

2.5 Persons per Household by Area, Ottawa-Carleton, 1971-1981 28

2.6 Household-Completion Comparison, Ottawa-Carleton, 1971-1982 29

2.7 Occupied Dwellings by Type, Ottawa-Carleton, 1983 30

2.8 Percent Completions, Ottawa-Hull CMA 33

2.9 Occupied Dwellings by Type for the Urban, Urbanizing, and Rural Portions of the RMOC, 1971-1981 35

2.10 Changes in Tenure with Additions to the Housing Stock, 1971-1983 36

2.11 Owner Occupied Dwellings by Type, 1971-1983 37

2.12 Tenant Occupied Dwellings by Type, 1971-1983 38

2.13 Existing Stock of Assisted Social Housing in RMOC by Program and Municipality, to June 1984 39

2.14 Supply of Private Limited Dividend Housing in the RMOC 40

2.15 The Production of Assisted Social Housing by Period in the RMOC 41

2.16 Ownership Costs, Ottawa-Carleton, 1976-1983 44

2.17 Rental Costs, Ottawa-Carleton, 1976-1983 45

2.18 Average Cost of Controlled and Uncontrolled Two Bedroom Apartments, RMOC, April 1982-April 1984 46

2.19 Income, Ottawa-Carleton, 1975-1981 47

2.20 Income Reported on Income Taxes 48

2.21 1980 Income Ottawa-Hull C.M.A. Ontario Part 48

2.22 Intercity Comparison of Income and Housing Costs - 1980 49

3.1 Summary of Total Housing Demand, Ottawa-Carleton, 1984-1988 50

3.2 Comparison of Assumptions Employed in Various Ottawa-Carleton Population Projections 52

3.3 Population Forecast, RMOC, 1981-1988 52

3.4 Household Forecasts by Type of Household, RMOC, 1983-1988 53

3.5 Households by Age of Head of Household and Traditional Housing Demand Cycles, 1976, 1983, 1988 . 54

3.6 Household Growth by Age of Head of Household, RMOC, 1976-83, 1983-88 (percent) 54

3.7 Demolitions by Type, Ontario Portion of Ottawa-Hull CMA, 1969-1983 57

3.8 Housing Demand by Tenure - An Estimate of Total and Annual Demand Requirements to 1988 59

3.9 Orientation of Housing Demand, Ontario Portion of Ottawa-Hull CMA, 1976-1981 60

3.10 Completion Statistics by Orientation, RMOC, 1978-1983 60

3.11 Growth in Demand in OCRHA Waiting List, 1979-1983 ... 71

3.12 City Living Waiting List, 1980-1983, (Sept.-Oct. Statistics) 72

3.13 Very Urgent-Urgent City Living Applications, 1980-1983, (Sept.-Oct. Statistics) 73

3.14 Special Needs Housing Resources (Adult) Ottawa-Carleton 1984 76

4.1 Carrying Costs for Average Bungalow and % of Families Able to Purchase, 1971, 1976, 1980-1983 80

4.2 Vacancy Rates in Privately Initiated Rental Apartment Structures of Six Units and Over, Ottawa, 1977-1983 82

4.3 Impact of ORCLP and CRSP on Total Rental Starts, RMOC, 1981-1983 91

4.4 Potential Land Supply by Sector by Year (ha.), Dec. 1982 91

4.5 Historical Vacant Residential Land Consumption (ha.), 1978-1982 93

4.6 Unit Potential by Development Status and Unit Type..... 93

4.7 The 1-3 Year Land Supply of the Ten Largest Landowners in the RMOC, 1982 (ha.) 95

4.8 Emergency Motel Costs and Caseload Growth, RMOC Social Services Department, 1980-1983 105

LIST OF FIGURES

2.1 Employment Distribution, Ontario, 1981 20

2.2 Employment Distribution, RMOC, 1981 21

2.3 Age Cohort Distribution, Ottawa-Carleton, 1971, 1976, 1981 24

2.4 Relationship of Household Growth to Population Growth, RMOC, 1971-76, 1976-81..... 25

2.5 Non-Family Households by Age, RMOC, 1976-1981 27

2.6 Dwelling Unit Completions by Type, RMOC, 1971-1983 .. 31

ABBREVIATIONS

AHOP - Assisted Home Ownership Plan

AMO - Association of Municipalities of Ontario

ARP - Assisted Rental Program

CMA - Census Metropolitan Area

CMHC - Canada Mortgage and Housing Corporation

CRSP - Canada Rental Supply Plan

FBA - Family Benefit Allowance

FCM - Federation of Canadian Municipalities

GWA - General Welfare Assistance

MLS - Multiple Listing Service

MURP - Multiple Unit Residential Program

NIP - Neighbourhood Improvement Program

OCRHA - Ottawa-Carleton Regional Housing Authority

OHAP - Ontario Housing Action Program

OHC - Ontario Housing Corporation

OHRP - Ontario Home Renewal Program

OMB - Ontario Municipal Board

ONIP - Ontario Neighbourhood Improvement Program

ORCLP - Ontario Rental Construction Loan Program

RGI - Rent-geared-to-income

RHSU - Regional Housing Statement Update

RRAP - Residential Rehabilitation Assistance Program

1.0 INTRODUCTION

1.1 Background

- In 1975 with Ministry of Housing OHAP[1] funding, Regional Council engaged the firm of Paterson Planning and Research Ltd. to undertake a comprehensive housing study for the Region. The purpose of the study was to refine and augment the housing policies in the recently adopted official plan and to define appropriate housing roles for the Region and the area municipalities. The consultant's study "Housing in Ottawa-Carleton: Final Report" was completed in 1976. The study contained eighty-two recommendations relating to private housing production, including the provision of adequate lands and suitable municipal regulations as well as the need for direct municipal (regional) undertakings in housing. The major thrust of the recommendations was that the Region should assume a greater role in the housing field including the responsibility for planning, developing, management and the delivery of rent-geared-to-income housing[2] throughout the Region.

- The consultant's recommendations resulted in several years of discussion and debate on an appropriate regional role in housing. A staff report in 1977, looked at the consultant's recommendations in light of the then changing circumstances, and a further period of debate and discussion followed.

- In October 1978, Regional Council determined that housing was to be a dual responsibility of the Region and the area municipalities, with the Region being responsible for overall housing research, including the preparation of a regional housing statement, assisting area munici-

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[1] OHAP - Ontario Housing Action Program

[2] Throughout this report the term rent-geared-to-income (RGI) housing refers to all assisted social housing units where rents are based on a rent-geared-to-income basis. RGI units comprise 100% of public housing units, 100% of secured rent supplement units and generally 25% of family units and up to 50% of senior citizen units in non-profit housing programs.

palities in implementing housing programs, monitoring the housing actions of the senior levels of government and area municipalities, and establishing housing targets. The area municipalities were to retain responsibility for the delivery of housing programs, including the provision of assisted social housing.[1]

- In fall 1981 a Housing Co-ordinator was appointed to implement the Region's housing responsibilities as outlined above.

- In the last two years numerous housing reports and studies dealing with various housing matters have been presented to Council, e.g. condominium conversions, the rental market, emergency housing, senior government housing initiatives, the demand for non-profit housing throughout the Region, and disposal of surplus regional lands to non-profit and co-operative groups. These have been based primarily on the objectives and policies contained in Section 2.3 of the Regional Official Plan which was adopted in 1974.

- However, the housing situation has changed dramatically since Council adopted the housing policies in the Official Plan in 1974 and the Consultant's housing study was completed in 1976. The Region's population growth has been less than expected and there has been a significant change in the type and tenure of units now being built compared to a decade ago. Perhaps even more significant however has been the evolution of housing policy itself from the senior levels of government which now, more than ever, places additional demands on local government for the planning and delivery of assisted social housing.

- This report reviews the Regional housing situation, including the roles and responsibility of the Region and area municipalities.

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[1] Throughout this report the term "assisted social housing" refers to assisted rental housing built primarily by the public sector i.e., public housing, municipal non-profit housing but also includes assisted rental housing built by private and co-operative non-profit groups.

1.2 Purpose & Scope of the Report

The purpose of this report, which was partially funded under the Ministry of Municipal Affairs and Housing, Municipal Housing Statement Program, is to review the Regional housing situation including the demand/supply trends as well as current government policies and administration, particularly in light of the housing roles and responsibilities adopted by Regional Council and to develop a comprehensive and contemporary Regional approach to housing. The scope of the Regional Housing Statement is approximately 5 years, i.e. 1984-88 as opposed to the longer term view taken by the Official Plan.

1.3 Study Approach

The study was undertaken primarily by Regional housing staff with the assistance of other members of the Regional Planning Department and other Regional departments. A Technical Advisory Committee composed of representatives from the senior levels of government, the area municipalities, HUDAC, the Region's non-profit and co-operative sector, and the Social Planning Council was established and provided excellent assistance and input into the study.

A draft Regional Housing Statement Update was tabled in January 1984 which was the subject of an extensive public participation process. This program, briefs received, and the planning department's responses to the briefs are contained in Annex 'E', which is a separate publication.

1.4 Report Format

This report has five sections. A brief outline of each section is provided below:

Section 1. Introduction - including a brief discussion of the evolution of current Regional housing roles and responsibilities, the purpose of this study, the approach to the study, and a summary of major findings, conclusions and recommendations.

Section 2. Demographic and Housing Trends in Ottawa-Carleton: A Historical Perspective - a presentation of past and present

trends in the housing situation in the Region which have a bearing and current problems and future housing needs.

Section 3. Housing Requirements - a discussion of future housing requirements is presented.

Section 4. Housing Constraints, - a discussion of current housing constraints, problems and issues are presented.

Section 5. Reassessment of the Region's Role in Housing - an assessment of the appropriateness of the Region's role in housing is presented within the context of the housing requirements and constraints discussed in the report.

1.5 Summary of Major Findings, Conclusions and Recommendations

1.5.1 Findings

- The Region's population profile is aging largely as a result of the maturing of the baby boom generation. As this group moves through the various life cycle stages the nature of housing demand in the RMOC will shift.

- Because of the growth of non-family households and the trend to smaller household sizes, almost one housing unit was required for each additional person added to the population between 1976-1981. This trend is expected to continue.

- Between 1971-1981 the proportion of non-family households of all households has increased from 20% to 30%, with almost all growth occurring in the single person household sector. There are relatively few housing programs available to assist needy single person households, other than for those who are elderly or handicapped.

- The number of persons per household continues to decline throughout the Region. Average household sizes declined from 3.4 persons/household in 1971 to 2.7 persons/ household in 1981.

- In the 1970's the building industry was able to meet and exceed demand for new housing in the Region. However in recent

years, as a result of higher interest rates, and their negative effects on affordability, the economic recession, and rent review, housing demand has exceeded supply, resulting in a much tighter housing market. This tightness has been more pronounced in the Region's rental market, particularly since 1976. 80% of the Region's 1971-1982 apartment additions were added prior to 1976, and approximately 65% of the Region's new rental stock (1971-1982) was also added in that period. Much of the Region's recent rental stock (1980-1983) has been developed either by direct construction of the public or third sector or by providing grants and tax incentives to private developers. There are no such tax or rental incentive programs currently proposed for 1984.

- As of mid-1984, there were some 14,845 assisted social rental units in the RMOC, which represent 14% of the Region's rental housing stock. Of these, (78%) 11,521 units are effective rent-geared-to-income units catering to the region's most needy households. The remainder are either limited dividend units catering to low and moderate income households or non-profit and co-operative housing market rent units catering to moderate to middle income households.

- The production of assisted social housing during the 1976-1983 period which occurred primarily through the vehicle of various non-profit and co-operative housing programs occurred at a rate of less than one half (½) of the previous five year period (1971-1976) in which the construction of public housing predominated. Because of the shift in programs and the emphasis on the production of integrated housing, the production and securement of effective rent-geared-to-income housing in the 1976-83 period occurred at a rate less than 25% of the 1971-76 period.

- Because of declining levels of production for rent-geared-to-income housing units and declining vacancy rates for all rental housing, waiting lists of the Region's housing agencies have

increased to record levels. There are approximately 3,000 families on the combined OCRHA and City Living waiting lists including over 900 families whose housing situation is considered urgent.

- Declining vacancy levels, reduced production of socially assisted housing, and the loss of affordable rental units in the central areas of the City of Ottawa have contributed to a growing shortfall of housing suitable for those individuals with special housing needs. The shortage has been exacerbated by the province's policy of deinstitutionalization. This has resulted in a situation where agencies providing special needs housing cannot meet the housing needs of new referrals, as there are relatively few affordable housing options for those who are currently housed by special needs groups.

- Over the 1976 to 1981 period income growth generally kept pace with growth in shelter costs in Ottawa-Carleton. Ownership costs grew more rapidly than rental costs, largely as a result of increasing interest rates; although house prices increased significantly over the five year period. Since 1981 the situation has reversed; ownership costs have decreased as a result of declining interest rates while rental costs have increased in both the uncontrolled and controlled sectors.

- There were significant variations in income among household types. Non-family households, tenant households, lone-parent households and female-headed households had much lower average incomes than family, owner, husband-wife, and male-headed households.

- Compared with six other Canadian cities, the RMOC had the second highest average household income, while average rent ranked third highest and average owner's costs ranked fourth highest. The RMOC had the second lowest incidence of low income, for both families and individuals, among the seven cities.

- The key element in housing affordability during the 1971 to 1983 period has been interest rates. The level of family households that could afford the averaged priced MLS listed bungalow declined from a level of 69% of all family households, in 1971 to only 35-40% of family households in 1982. In 1983, however, despite a significant increase in the cost of the average priced bungalow in the Ottawa-Carleton area, the percentage of families able to afford this bungalow has increased to over 50%. This improvement is due mainly to declining interest rates. Recent increases in interest rates combined with increases in house prices over the past year have eroded families' ability to purchase housing, although not to the level that existed in 1981 and 1982.

- Over 52,000 households in the RMOC paid more than 25% of their income on shelter in 1981. This represents 26.4% of all households up from 23.1% of all households, when last measured in 1974. In 1981 there was an increase in the number of middle income households paying in excess of 25% shelter costs, while the situation for low income households remained essentially unchanged at the relatively high level of 73.4%.

- Of the 52,000 households paying in excess of 25% on shelter costs, 33,350 or 63% were tenant households, comprising 17,210 low income tenant households, 14,105 middle income tenant households and 2,035 high income tenant households.

- Of the 33,350 tenant households experiencing shelter costs in excess of 25%, 54% were single person households, many of which require special needs assistance, and 46% were family households one-third of which (33%) were single-parent households.

- The majority of tenant households experiencing affordability problems were female-headed. Of the 4,000 tenant lone-parent families paying 30% or more of their income on rent some 93%

were female-headed. Over two-thirds of the tenant non-family households paying 30% or more were female-headed.

- Increasing the rent-to-income ratio from 25% to 30% results in an overall decrease of 9,200 households with affordability problems; but has little effect on the number of low-income households in need.

- The incidence of affordability problems among tenant families in the RMOC was comparable to other Ontario cities and was significantly lower than western Canadian cities. Among owner households, the RMOC tied with Winnipeg for the lowest incidence of affordability problems.

- Because of the diversity and complexity of the housing requirements of special needs groups, it is difficult to determine the full extent of the housing requirements of this group within a report such as this. It is recognized, however, that a common problem of all special needs groups is the lack of affordable sheltered units.

- While there are several agencies in the Region administering various types of housing registries, (e.g. the YMCA, the Regional Social Services Department, the Ottawa West Senior Citizens Service Centre) no agency is providing a registry for the physically and psychiatrically disabled. Because of this, housing units specifically designed for the disabled are being occupied by able-bodied persons.

- Overall there is more than sufficient land designated or in the process of being serviced for development to meet the Region's five year land requirements.

- The overall Regional land market appears competitive. However there are some sub-markets, e.g. City of Kanata, where the degree of land concentration could contribute to lot price escalation.

- Because of the growing lack of affordable rental accommodation throughout the Region there is a need for the Region to explore alternative housing programs, e.g. home sharing schemes, residential intensification strategies, granny flats, housing registries which will require additional staff.

- There is no one committee of Council nor one department of the Region with an overall mandate for housing.

1.5.2 Conclusions

- Based on a medium population projection an annual housing requirement of 5,550 units (2,650 owner occupied and 2,900 rental) will be required to meet new housing demand created by household growth, provide for an acceptable vacancy rate, and replace units lost through demolition in each of the next 5 years. Annual completions and requirements will likely fluctuate depending on such matters as national and local economics, migration rates, and interest rates.

- A healthy economic environment and stable and reasonable interest rates are needed in order for overall housing requirements to be met. However, even if the above noted economic factors are in place, it is doubtful that the Region's rental requirements will be achieved without significant new rental incentive programs unless the fundamental social and political issues of rent review and households with inadequate incomes are addressed by the senior levels of government.

- An assessment of the Region's housing affordability needs suggested that the existing assisted social housing stock has been somewhat effective in preventing a decline in housing affordability for low income households but has not grown fast enough to decrease the percentage of low-income households with affordability problems. This is a result of the shift in the emphasis of assisted social housing programs that occurred during the period and the relatively small numbers of rent-geared-to-income units produced.

- Rent controls have not been effective in preventing increased affordability problems for middle income households. Other than those upper middle income households who can afford the market rent units in non-profit co-operative and private rental projects there are no programs available to assist the moderate income households. This is unlike the situation in the mid to late 70's where the AHOP (Assisted Home Ownership Program) and the old non-profit program provided some effective assistance.

- 40% (13,250) of all households experiencing affordability problems are single person households, two-thirds of which are female-headed. There are currently no housing assistance programs available to singles under the age of 60 unless they are disabled. The situation for this group is exacerbated by the significant loss of rooming and boarding houses that occurred during the 1971-83 period, and the increasing numbers of post-psychiatric, permanently unemployable and disabled persons that comprise this group.

- The results of the Region's non-profit demand survey and analysis of the Region's two largest housing waiting lists suggest an immediate need for some 900 families and 150 senior citizen rent-geared-to-income units. Current funding by the senior levels of government for non-profit, co-operative and rent supplement programs result in approximately 200-225 rent-geared-to-income units per year. At this rate it would take five years just to meet current requirements (which are likely understated due to the methodology used).

- Unless funding for existing assisted social housing programs is increased during the next five years, or the programs are modified to allow projects to re-invest their surpluses (which is unlikely given current restraint programs and the fact that these programs are currently being evaluated), assisted social housing needs in the RMOC will

only be met by a change or shift in emphasis in housing programs by the senior levels of government (shelter allowances are currently being investigated) or by the Region in cooperation with the area municipalities developing housing assistance programs of their own.

- Unilateral action by the Region or area municipalities would be a departure from the normal course of action, which has been to rely on the senior levels of government for the provision of assisted housing assistance and funding. It is noted, however, that the City of Ottawa has already departed from the normal course by providing and managing a rooming house project from 100% municipal dollars in Sandy Hill and by providing a shelter subsidy to singles between the ages of 50-59 in their housing portfolio.

- There is a need to take a comprehensive look at the housing requirements of special needs groups, and the Region's responsibilities in meeting their requirements.

- There is the need for an agency in the Region to take the lead in co-ordinating housing registries in the Region and to establish a registry which would match disabled persons with available accessible housing units.

- In most of the urban portion of the Region municipalities have, or are in the process of enacting, by-laws permitting group homes, the exceptions being Kanata and Rockcliffe Park. In the rural areas, Rideau and Goulbourn have by-laws which would preclude the establishment of group homes. A consistent approach to group homes should be available throughout the Region to offer more choice in potential locations and to avoid overconcentration in any one area municipality.

- There is a lack of information about the availability of housing resources in the Region. This, in combination with the plethora of programs and groups, under and by which housing is developed, often confuses those looking for housing assistance.

- There is the possibility that the bulk of the Region's supply of limited-dividend assisted housing could be lost over the next few years if developers are allowed to terminate existing agreements with CMHC.

- Concentrations of ownership could result in price increases for serviced residential lots in some areas of the Region, and in particular in the City of Kanata, where the majority of land is held by two large development firms.

- The anticipated shortfall in the provision of low-income housing will result in a continued need for the Region to provide emergency shelter for various types of households.

- Specific Regional Official Plan housing policies are inappropriate to deal with the ever changing housing requirements and the fluctuating nature of the housing market itself. Specific housing policies should be contained in periodic housing statements such as these and reviewed in annual housing reviews.

- Regional housing problems and in particular the lack of affordable rental housing are structural and political in nature and beyond the financial and legislative scope of the Region and its area municipalities to deal with independently. Solutions are likely to be long term in nature and will require a political commitment at the senior levels of government, along with municipalities, which currently does not exist. There are however several housing initiatives which are within the financial and legislatvie mandate of the Region and its constituent municipalities which can have some positive effects on the rental market. These initiatives primarily focus on making better use of the existing housing stock through programs which encourage and facilitate residential intensification through such ways as homesharing registries, granny flats, conversions etc. These initiatives can all be accommodated within the Region's

existing mandate to co-ordinate housing activities in the Region and should be the focus of Regional activity over the short term.

- The effective implementation of the above housing initiatives will require additional research and technical assistance for the Regional Housing Co-ordinator. This may also require changes in the departmental responsibilities over housing and the manner in which housing policy issues are brought to Council's attention.

1.5.3 Recommendations

Recommendations refer to discussion on pages:

On Meeting Overall Annual Housing Requirements

1. Regional Council adopt a minimum average annual housing target of 5,550 units/ year (2,650 ownership and 2,900 rented) for the 1984/1988 period. — 50-55

2. That the Regional Housing target be circulated to the area municipalities annually for consideration and each municipality be asked to indicate to the Region by the end of January of each year the number of units of market and assisted social housing they consider to be realistic in each area municipality. — 50-55

3. That the Regional Planning Department monitor annual housing production and report progress or lack of progress to Council yearly in "annual housing reviews". — 50-55

4. That Regional Council petition the Federal Minister of Finance, on the need to maintain a stable and reasonable interest rate level. — 79-81

On Meeting Overall Rental Requirements

5. That Regional Council petition the Federal and Provincial governments to:

   a) recognize their responsibility for re-establishing a viable rental market so that the Region's annual rental requirement of 2,900 units can be met; and, — 82-87

b) establish an inter-jurisdictional task force comprising both government and the private sector to explore ways of ensuring a viable rental market including but not necessarily limited to action on such matters as: rent-review, tax policy including capital cost allowances, government incentive programs, low-income households and financial markets etc.

6. That AMO and FCM be encouraged to support the establishment of an inter-jurisdictional task force on the rental market.

7. In addition to any senior government response to deal with the issues affecting the rental sector, the Region and area municipalities continue to protect the existing rental stock by: 87-89

a) preventing the conversion of rental units to condominiums, equity co-ops or other uses, e.g. apartment hotels, until the vacancy rate exceeds 3% (as measured by CMHC) for two successive surveys;

b) continuing to seek changes to provincial legislation to give Regional Council control over schemes which result in changes in tenure, (e.g. equity co-ops, tenants-in-common) which are not currently controlled by either the Planning Act or the Condominium Act;

c) requesting area municipalities to adopt policies which will prevent the loss of rental row housing through severance;

d) requesting the senior levels of government to preclude the registration as condominiums of new rental projects developed under future rental incentive grant programs.

8. That Regional Council establish an inter-municipal task force to investigate methods for encouraging and facilitating residential intensification. That this task force use the findings of Provincial studies and pilot programs, and develop a series of pilot programs in the region which can be evaluated and monitored. 86-87

On Meeting Land and Lot Requirements

9. That Regional Council continue to monitor the supply of land for housing to ensure that there is an adequate supply of land in the development pipeline to provide for a two year building program throughout the Region. And if this supply is deficient, to investigate the reasons for the deficiencies and take appropriate action. — 92-94

On Meeting Assisted Housing Requirements

10. That the Minister responsible for CMHC be petitioned to: — 96-100

    a) increase the national allocations for social housing programs in order to permit a 33% increase in non-profit and co-operative housing starts in Ottawa-Carleton from 600 units per year to 800 units per year;

    b) re-evaluate project funding and rent levels with a view to maximizing the level of rent-geared-to-income assistance in non-profit and co-operative housing projects taking account of the housing needs of low and moderate income families, low income singles under the age of 65 and the permanently unemployable and psychiatrically disabled;

    c) establish a package of housing programs including a modified non-profit program, a 100% RGI program (for small projects), a limited shelter allowance program, and programs for low-income singles which would provide flexibility at the local level to satisfy local needs;

    d) establish a method of consultation so that municipalities and non-profit organizations can assist in the design of new housing programs and the modification of existing programs.

e) investigate the feasibility of extending existing limited dividend agreements.

11. The target guidelines for the production of assisted housing found in Section 3.4.4.4 be referred to the area municipalities with a request that they be reviewed and that the area municipalities determine the program or mix of program which best suits their needs. 73-74

12. That Regional Council explore various financial mechanisms, in consultation with area municipalities, which might permit the Region and area municipalities to take direct municipal action in meeting housing needs. This investigation should include the feasibility and legality of floating municipal tax-exempt bonds, land exchanges, direct block funding for housing from the senior levels of government as well as funding housing programs from the municipal tax base. 99-100

13. That, in the event the current Federal social housing evaluation results in changes in the delivery of assisted social housing that would make a regional approach more appropriate, Regional Council reconsider the feasibility of establishing a regional non-profit housing corporation. This should be done in such a way as to realize economies of scale and should be done in consultation with the area municipalities and existing non-profit groups, to make use of existing development expertise. 102-103

On Meeting Special Needs Housing Requirements 74-78, 104-106

14. That a task force, including special needs housing advocates and representatives of the area municipalities, be established and co-ordinated by the Region to review the special needs housing requirements in the RMOC and the Region's and area municipalities' roles and responsibilities in meeting those requirements.

15. As an interim step that Regional Council accept the responsibility for the co-ordination and/or implementation of housing registries, including a registry for the physically and the psychiatrically disabled. And that staff report back on the options available to affect this responsibility. — 100-101

16. That Regional Council support the establishment of group homes throughout the Region and that area municipalities be encouraged to adopt permissive group home by-laws. — 78-79

17. That Regional Council explore the concept of establishing a centralized housing information service and in the interim, that the Regional Planning Department continue to publish information on regional housing resources and make that information available to the public. — 101-102

On Meeting Emergency Housing Requirements — 104-106

18. That Regional Council recognize that the need for "emergency housing" is likely to increase during the study period and that Council petition the senior levels of government for sufficient funds to provide suitable "emergency housing" for various household types. — 104-106

19. That Regional Council develop a more comprehensive "emergency housing" program, based on a needs assessment. And that specific authority be assigned to one regional department to implement that program.

On Keeping Council Informed — 107-108

20. That the housing objectives in the Regional Official Plan be reviewed during the current official plan review exercise. — 107-108

21. That more detailed housing policies be outlined in periodic (every five years) housing statements, containing general and specific housing targets as well as programs for action to meet the targets. — 107-108

22. That Council be informed of the progress or lack of progress in meeting housing targets through "annual housing reviews" and through specific issue papers as the need arises.

On Maintaining the Regional Role in Housing

23. That on the basis of approving the above recommendations resulting in increased housing responsibilities for the Region, the need for a junior/intermediate housing analyst and a technical assistant be approved in principle and that the personnel department be requested to undertake the necessary classification review for the establishment of such positions.	112-115
24. That on the basis of approving the above recommendations resulting in increased housing responsibilities for the Region that an independent management review be undertaken to determine the most appropriate management structure for the implementation of the Region's housing policies.	112-115
25. That on the basis of the existing housing responsibilities and in view of the increased housing responsibilities mentioned above, Council review the committee format by which housing matters are referred to Council.	112-115

2.0 DEMOGRAPHIC AND HOUSING TRENDS IN OTTAWA-CARLETON: A HISTORICAL PERSPECTIVE

Key to understanding current and emerging Regional housing issues and projecting future housing requirements, which are presented elsewhere in the report, is understanding past and present housing trends. This section outlines these trends. Firstly there is an outline of the impact of demographic trends affecting the Region; this is followed by a discussion of developments in the supply and production of housing both by the private and public sectors and of various indications of housing affordability.

2.1 Economic Growth

2.1.1 Net Migration and New Jobs the Driving Force

The regional economic situation and in particular the rate at which new jobs are created sets the stage for population and household growth.

- A detailed analysis of the factors affecting population growth, e.g. births, deaths and migration prepared by the Planning Department and presented in Population Forecasts: Ottawa-Carleton 1981-2001, concludes that the primary reason for the decline in population growth is a decline in net levels of in migration. The relationship between these components of growth in the past 22 years is shown in Table 2.1.

Table 2.1

Components of Population Growth Ottawa-Carleton 1961-1983

Period	% Natural Increase	% Migration
1961-1966	55.4	44.6
1966-1971	38.3	61.7
1971-1976	39.2	60.8
1976-1981	66.6	33.4
1981-1983	30.2	69.8

Derived from:
Ministry of Treasury and Economics, Demographic Bulletin, February 1978. Statistics Canada, Vital Statistics 1978-1980 1981 Census of Canada

2.1.2 Economic Growth

During the past decade the economic performance in the Region was mixed. Employment growth in the 1971-1976 period was very strong in the Ottawa-Hull CMA, driven primarily by growth in the Federal government. There was a reversal of this trend in the 1976-1981 period as the Federal government entered into a program of retrenchment and decentralization. Private industry growth increased throughout the decade, but in the latter half at only one-half the rate of the previous period. There were some encouraging signs that the Region's employment base was diversifying, particularly in durable goods manufacturing employment - the sector which encompasses the "high technology" industry.

- In most urban areas the local economies are driven by the manufacturing and service industries. However, as Figures 2.1 and 2.2 depict, the RMOC economy is unique in its concentration of employment in Public Administration and Defence (primarily federal government employment). In 1981 approximately 7% of the Region's work force was based in the manufacturing sector, compared with 25% in Ontario as a whole, while 30% of the work force was based in Public Administration and Defence, compared with 6% in Ontario as a whole.

FIG. 2.1 EMPLOYMENT DISTRIBUTION - ONTARIO, 1981

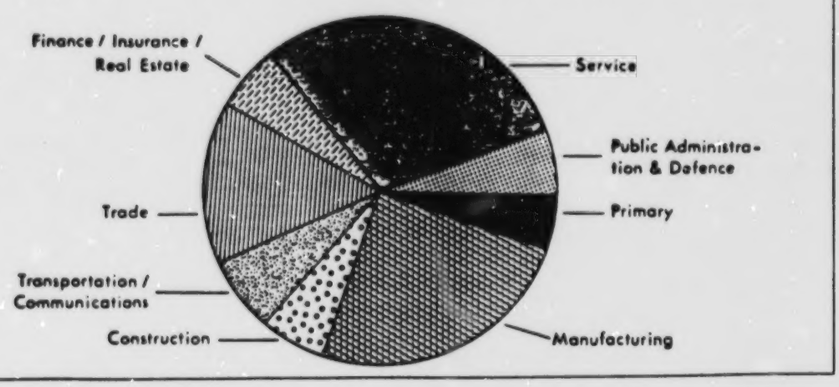
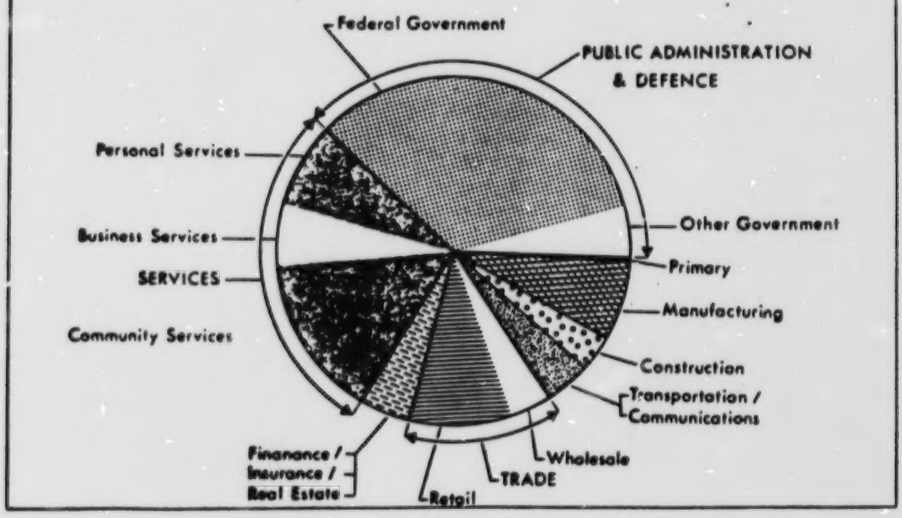


FIG. 2.2 EMPLOYMENT DISTRIBUTION - RMOC, 1981



- The performance of the local economy during the past decade was largely dictated by the rate of growth of employment in the Federal government. Employment growth was very strong in the Ottawa-Hull CMA during the 1971-76 period as Table 2.2 indicates. During this time the Federal government employment grew at 8% annually and the private sector growth also increased strongly by an average of almost 4%.

Table 2.2

Average Annual Employment Growth by Sector
Ottawa-Hull 1971-1982 (percent)

	1971-76	1976-81	1981-82
Federal Government	7.8	0.7	2.3
Manufacturing	-0.5	2.0	1.1
Construction	-3.0	-10.7	4.0
Transportation, Communication & Utilities	7.6	1.5	0
Trade	3.7	0.2	-2.3
Finance Insurance & Real Estate	4.6	4.2	0.1
Service	6.1	2.4	1.7
Industrial Composite*	3.6	1.3	0.4

*Industrial Composite covers the employment growth of private firms employing 20 or more persons. Government figures are not included.
- note change in IC after 1981*

Derived from: Statistics Canada Catalogue Number 72-002, Employment, Earnings and Hours.

- During the latter part of the decade, largely due to an overall decrease in Federal employment opportunities and the decentralization of Federal activities to other areas of the country, the economy began to slow down. A report prepared by the Planning Department, Employment in Ottawa-Carleton, indicates an actual loss of some 7,800 Federal government jobs in the Ottawa-Carleton region during the 1976-1981 period mainly as a result of the relocation and decentralization programs.[1]

- However, during the latter part of the decade, the local economy became more diversified; in 1976 for example, for every Federal government employee in the Region there were 1.6 employees in other sectors. By 1981, for every Federal employee there were 2.0 employees in other sectors. Employment growth was experienced in all sectors, except the construction and Public Administration sectors. The largest increase occurred in those sectors with high technology employment, including communications and equipment manufacturers, engineering and scientific services and computer services. During that period, high technology employment increased by approximately 8,000 employees to 6% of all employees in the Region.[2]

2.2 Population Growth

The population of the Region is continuing to grow but at a decreasing rate compared to the previous two decades.

- As can be seen from Table 2.3, the population of the RMOC has continued to grow but at a decreased rate from previous periods. Between 1961 and 1971 the population grew at an average annual rate of 3.5%. In the 1971 to 1981 period however the population of the Region increased by 1.6% annually, one-half the previous rate of growth. In the 1976-1981 period the Region averaged a 1% growth rate or approximately 5,500 persons.

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[1] Employment in Ottawa-Carleton (1976-1981), RMOC, Planning Department, Feb. 1982, p.8

[2] Ibid, p.9

- Though there are no comparable population figures to those of the census, recent high level of building starts and persistent low rental vacancy rates, suggest that the Region is currently experiencing a net immigration boom. The 1982 and 1983 assessment enumerations for example, indicate a growth of over 16,000 persons in the Region between 1981 and 1983, which represents a population growth rate of above 1.4% annually.[1]

Table 2.3

Population Growth in Ottawa-Carleton 1961-1981

	1961	1966	1971	1976	1981
Population	348,410	413,690	471,905	520,525	546,855
Population Change		65,280	58,215	48,620	26,330
% Change		18.7	14.1	10.3	5.1
5 Year Annual Growth Rate		3.7	2.8	2.1	1.0
10 Year Annual Growth Rate		3.5		1.6	

Source: Census of Canada

2.3 Age Distribution of the Population

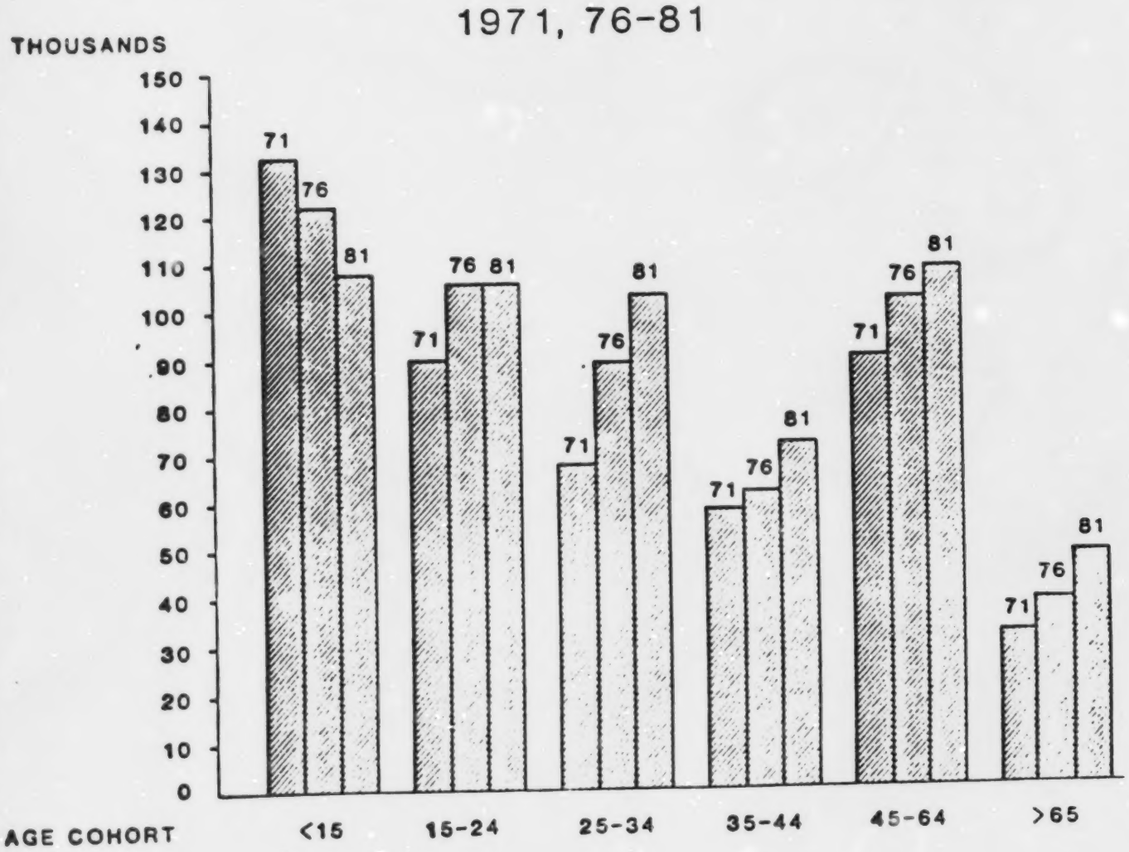
There has been general aging of the Regional population over the past decade, largely as a result of the aging of the so-called "baby boom" generation. As this group moves through the various life cycle stages the nature of their housing demand will shift.

- The age distribution of the population is important because of its impact on housing requirements. Figure 2.3 shows the changes in the Regional population distribution between 1971 and 1981. The difference in the age distribution over the past decade shows several important trends.

[1]Statistics Canada migration estimates based on tax data confirm that immigration increased markedly during 1982-83.

FIG. 2.3

AGE COHORT DISTRIBUTION, OTTAWA-CARLETON 1971, 76-81



- There has been a general aging of the population of the RMOC over the past decade, with the actual number of persons in the 0-15 and 15-24 age groups declining between 1976 and 1981. This is because of declining birth rates since the early 1960's.

- During the early 1970's most of the population growth occurred in the 15-34 age group. During the latter part of the 1970's, most of the growth occurred in the 22-44 age group and is the result of a maturing age structure and net immigration to the Region.

- There has been a significant increase in the population of the Region over the age 65. In 1981 this group, which has far more complex housing requirements, accounted for 35% of the population growth from 1976-1981.

- The baby boom had a strong influence on the housing market across the country and the RMOC was no exception. There were significant increases in the 15-24 age group in the late sixties and early seventies, of 22,180 and 15,210 persons respectively. Throughout the seventies the 25-34 age group increased by almost 35,000 persons.

2.4 Households

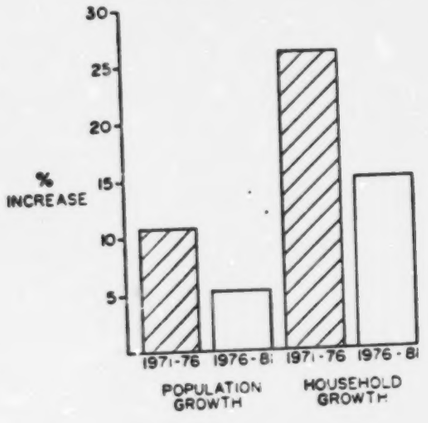
Trends in household growth and distribution are even greater indications of housing demand than population as there is a more direct relationship between household formation by type of household and overall housing requirements by type of unit required.

2.4.1 Household Growth

Despite declining population growth rates, household growth is continuing at an impressive level.

- In the RMOC as in most other urban areas across the country household growth rates have been increasing since the end of the Second World War. Currently household growth is at a rate three times that of the population, i.e. 15.5% versus 5% in the 1976-1981 period. This situation is depicted in Figure 2.4.

FIG. 2.4
R.M.O.C.: RELATIONSHIP OF HOUSEHOLD GROWTH TO POPULATION GROWTH 1971-76, 1976-81



. This growth rate is the result of the trend to smaller households, (to be discussed below). In Ottawa-Carleton it has resulted in an almost one to one relationship between population growth of 26,330 persons and a household growth of 26,200 between 1976 and 1981.

2.4.2 Household Distribution

Over 50% of the household growth in the past decade has occurred in the non-family sector with much of this growth occurring in single person households. This trend is expected to continue in the future but at a slower rate than in previous decades.

. As indicated in Table 2.4, there was an increase of some 62,320 households between 1971 and 1981, 52.1% of which were non-family. As such, by 1981 the ratio of non-family households to all households had increased from 20% to 30%. Almost all the growth in the non-family sector occurred in single person households.

Table 2.4

Regional Municipality of Ottawa-Carleton - Household Distribution, by Type of Household 1971-1976-1981

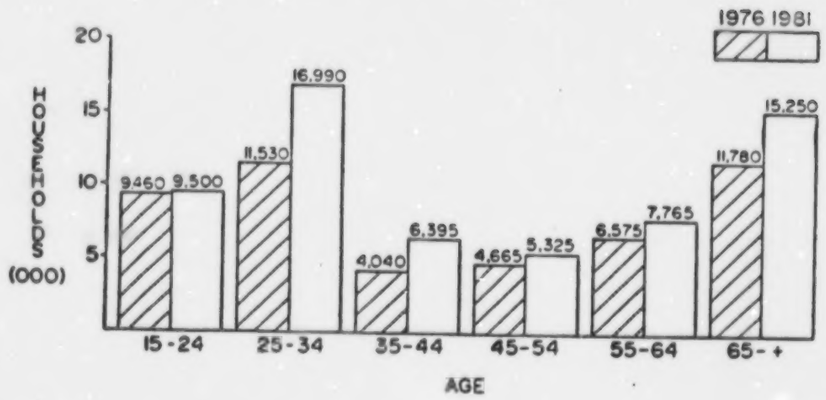
	Total Households	Family Households						Non-Family Households			
		Total	One Family	With Additional Persons	Two + Family	Single Parent[1]		Total	One Person Total	Head	
						Male	Female			Male	Female
1971	138,180 100%	109,105 79.0%	103,225 77.6%	11,085 8.0%	2,115 6.5%	1,680[2] 1.2%	8,210[2] 5.9%	28,285 20.9%	20,285 14.7%	18,830[2] 13.6%	11,145[2] 8.1%
1976	174,300 100%	126,115 72.3%	124,850 71.6%	10,230 5.8%	1,365 1.2%	2,130[2] 1.2%	10,660[2] 6.1%	48,050 27.6%	36,420 20.9%	18,875[2] 10.8%	29,180[2] 16.7%
1981	200,505 100%	133,295 69.5%	137,915 68.8%	9,520 4.7%	1,380 0.7%	3,115 1.6%	14,785 7.4%	61,210 30.5%	50,435 25.2%	N/A	N/A

[1]Single Parent = Total of One Family Households with only one spouse living at home (i.e. separated, widowed).
[2]From Statistics Canada Census Metropolitan Area, Ontario Part, Ottawa-Hull C.M.A.

. The trend towards an increased proportion of non-family households is particularly prevalent where the age of the household head is in the 25-34 and the 65+ age group. These two groups increased by 5,460 and 3,470 households respectively, as Figure 2.5 indicates, comprising over 75% of the non-family growth between 1976 and 1981.

Fig. 2.6

R.M.O.C. - NON-FAMILY HOUSEHOLDS BY AGE, 1976 - 1981



- The reasons for the significant increase in non-family households are varied but include:

  - greater affluence among the young and old during the late 60's and 70's which enabled many to support separate households

  - changing lifestyles which led singles to occupy private households where in the past they shared with families, doubled up with other singles and boarded

  - increase in separations and divorces, and

  - availability of government housing and income support programs which enable lower income senior citizen and handicapped individuals to maintain separate households who might not otherwise have been able to do so.

- At this time it is uncertain whether the trend to higher household growth will continue. However record high unemployment, reduced real incomes and a retrenchment in spending by all levels of government appears not to have affected the established trends. This suggests that household growth in general and non-family household growth in particular will continue but perhaps at a reduced rate of that previously experienced.

2.5 Household Sizes

Over the past decade average household sizes have decreased dramatically throughout the Region, primarily due to an increase in the number of single person households. The average RMOC household size in 1981 was 2.7 persons per household.

. As Table 2.5 indicates, average household sizes have decreased from 3.4 persons per household in 1971 to 2.7 in 1981. This reduction is primarily due to the significant and dramatic increase in single person households and smaller family sizes as a result of lower birth rates.

Table 2.5

Persons Per Household by Area
1971, 1976, 1981

	1971	1976	1981
Central Area	2.6	2.1	1.7
Greater Central Area	2.5	2.1	2.0
Inner City Neighbourhoods*	2.8	2.3	2.1
East Inside Greenbelt	3.6	3.1	2.8
East Urban Community	4.6	3.5	3.6
West Urban Community	4.4	3.8	3.4
Rural	3.9	3.6	3.3
Total Region	3.4	3.0	2.7

*Includes area bounded by Ottawa River on the north, Rideau River on the east and C.P. line on the west.

. The average number of persons per household has decreased throughout most of the Region. In the built up urban area the average number of persons per household decreased from 3.2 in 1971 to 2.3 in 1981, while in the urbanizing area it decreased from 4.0% to 3.2%. The rural area also showed a decline from 3.9 in 1971 to 3.3 in 1981.

2.6 Housing Production

2.6.1 Overall Supply

In the 70's the building industry was able to meet the need for new housing caused by population and household growth. However in recent years household growth exceeded the rate of new construction and has resulted in a tighter housing market, with fewer vacancies and hence less choice.

- As Table 2.6 indicates, new completions generally kept up with household growth in the seventies, with new construction generally exceeding demand in the 1971-76 period, and meeting demand in the 1976-81 period. During the early 80's however, household formation has exceeded new construction and has resulted in a much tighter rental market with fewer vacancies and leaner ownership markets.

Table 2.6

RMOC: Household-Completion Comparison, 1971-1982

	Average Annual Completions[1]	Average Annual Increase in Households[2]
1971-76	8,569	7,224
1976-81	5,235	5,241
1981-82[3]	3,393	5,000

[1]CMHC, Monthly Housing Statistics
[2]Census information 1971-1981; except eighteen month period, June 1981 to Dec. 1982 where household growth was estimated.
[3]Represents 18 month totals, June 1981-Dec. 1982

- Between 1971 and 1976 the total occupied housing stock increased from 137,985 units to 174,420, an increase of 37,335 units or 27.2%. By 1981 the occupied housing stock had increased by an additional 26,085 units to 200,500 units for an increase of 15.7%. The Region's occupied housing stock at the end of 1983 is estimated to be around 213,000 units, see Table 2.7.

Table 2.7

Occupied Dwellings By Type
to end of 1983[1]

Municipality	Detached	Attached	Apartments	Mobile	Total
Ottawa	38,310	21,687	65,597	15	125,609
Vanier	1,471	434	6,230	20	8,130
Rockcliffe Park	565	25	15	0	610
Cumberland	4,620	1,110	159	200	6,084
Gloucester	10,726	9,591	3,841	95	24,263
Goulbourn	2,714	221	108	170	3,203
Kanata	4,110	2,495	324	0	6,934
Nepean	14,440	9,056	5,087	290	28,868
Osgoode	2,892	55	123	100	3,165
Rideau	2,759	50	120	45	2,954
West Carleton	3,087[2]	50	50	90	3,277
	85,694	44,774	81,654	1,025	213,097

[1]Some Totals may not add up due to the random rounding method used by Statistics Canada.
[2]Estimated by increasing 1981 dwellings by 5%.

Derived from: Census of Canada 1981;
CMHC Starts, Completions and Under Construction Activity Ledgers, 1981-1983.

2.6.2 Changes in the Composition of the Housing Stock

There has been a marked difference in the type of housing stock built in the Region during the decade between 1971 to 1981 with much of the Region's highrise apartment stock (both ownership and rental) built in the first part of the decade.

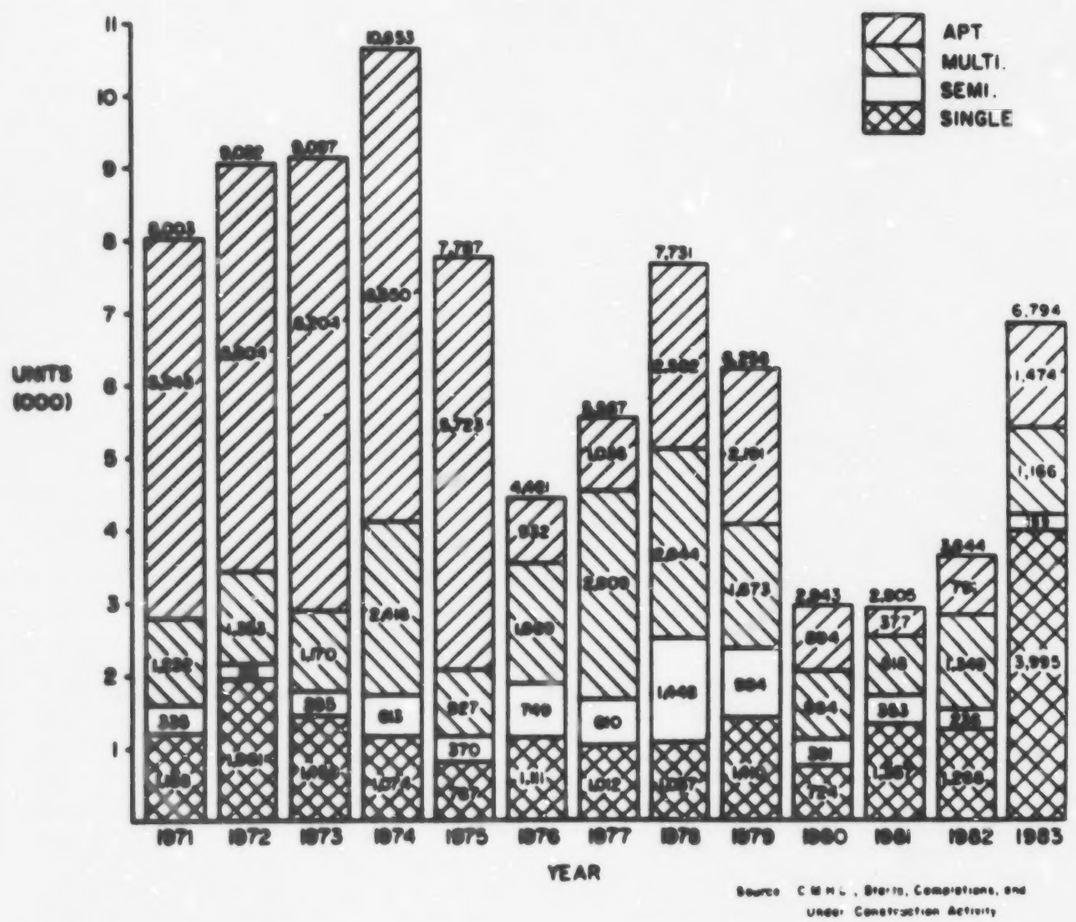
2.6.2.1 Apartments

. Although the proportion of apartments in relation to the total housing stock increased from 36.0% to 41.3% during the 1971 to 1982 period, this was primarily due to the activity which occurred during the first half of the decade. Of the approximately 38,000 new apartment completions recorded during the 1971 to 1982 period, 79% or approximately 30,000 units were built and occupied prior to June 1976. This situation is illustrated in Figure 2.6.

FIG. 2.6

DWELLING UNIT COMPLETIONS BY TYPE FROM 1971 TO 1983 FOR THE R.M.O.C.*

*DOES NOT INCLUDE WEST CARLETON



Source C.M.H.C., Starts, Completions, and Under Construction Activity

. Production of apartments fell off dramatically in the second half of the decade and currently continue to be built at a relatively slow pace. Several reasons have been suggested for this decline including: changes to the capital cost appreciation allowance of the Tax Act; imposition of rent controls; increased popularity of medium density housing brought about by changing household requirements of households passing through the family stage, and, later in the decade, record high interest rates.

2.6.2.2 Attached Housing

. The proportion of the housing stock in the form of attached units (doubles or rows) increased from 16.6% in 1971 to 20.9% in 1981. Unlike the apartment sector, this component of the market reached its peak in the

1976 to 1979 period when programs like the Assisted Home Ownership Program (AHOP) and the Municipal Incentive Program encouraged the development of medium density housing, much of which was developed in the suburban areas and new urban communities.

- In the past few years the attached market has made somewhat of a comeback, capturing an increased share of all completions, e.g. 27% in 1981 and 37% in 1982, but fell off somewhat in 1983 (17%) due to record high single detached completions. Unlike the situation in the 70's however, the majority of these attached units are luxury condominiums located in the City of Ottawa, and non-profit and co-operative rental row housing projects which have been developed throughout the Region.

- The market for semi-detached housing remained strong for much of the 1970's, but in recent years has become less significant and smaller single detached houses and linked singles have become more popular.

2.6.2.3 Singles

- Though the single detached sector declined from 46.9% of the total housing stock to 37.0% in 1981, the demand for singles remained quite steady during the 1971-81 decade. 12,842 single detached completions were recorded during the 10 year period, and unlike apartment completions these were split almost equally between the first and second half of the decade.

- The decline in single detached completions as a proportion of all completions was primarily attributable to increased costs of single detached housing (the issue of affordability is discussed elsewhere) and the increased acceptability of less expensive housing forms such as linked singles, town houses and garden homes.

- By the end of 1983, single detached starts in the region had exceeded the 4000 level, more than doubling the previous record year of 1972 when approximately 1900 single detached starts were recorded. This spectacular

increase in activity is primarily due to decreasing mortgage rates as well as senior government home ownership incentives, which have released significant pent-up demand for ownership housing of the past few years. As the housing incentive programs wind down it is expected that single detached housing starts will also decline from 1983 levels. As of mid-1984, single detached starts have remained strong but increasing interest rates will probably reduce this rate for the latter half of the year.

2.6.3 Changes in the Distribution of the Housing Stock

2.6.3.1 Within the National Capital Area

The Ottawa-Carleton housing market forms part of the larger national capital area housing market which also includes the Outouais. Over the years the relative attractiveness of one area over the other has varied significantly.

. As Table 2.8 indicates, from the mid 60's to the 70's there was a gradual shift in residential construction from Ontario to Quebec to the extent that the Ontario side of the CMA saw its share of the market decrease from 88% in 1962-66 period to 73% in the 1972-76 period.

Table 2.8

Percent Completions Ottawa-Hull CMA

	Ottawa Hull CMA	Ontario Portion	Quebec Portion	Ontario Portion As a Per Cent of Total Completions
1962-1966	5,895	5,177	717	88.0
1967-1971	6,155	4,828	1,327	77.1
1972-1976	11,383	8,206	3,177	72.3
1977-1981	5,832	5,146	686	91.8
1982-1983	11,830	10,526	1,304	89.0

. Almost immediately after the election of the Parti Quebecois in 1976 the gradual shift in Quebec's favor changed dramatically to the extent that the Ontario portion of the CMA increased its share back to the 90% level of the early 1960's. This situation has not changed since the mid 70's.

- Recently, however, several municipalities in Outouais, through changes in Provincial legislation, have begun to offer tax incentives, e.g. 2-3 year tax holidays for new home buyers and proportionally smaller grants for persons repairing houses. It's too early to ascertain the success of these programs in encouraging Ontario residents to purchase homes in the Outaouis. Data for 1982 and 1983 indicate that these programs have not altered the trend of the previous 5 years. However, Ontario portion starts decreased to 78.1% of C.M.A. starts in the first four months of 1984 - the lowest proportion since 1976, despite a record number of starts.

2.6.3.2 Within the Region

There has been a wide difference in rates and types of new construction within the Region with the urbanizing area increasing its share of the total housing stock mainly at the expense of the already built up area.

- Prior to 1971, much of the growth occurring in the Region occurred in the urban area[1] with that area comprising 73% of all housing stock in 1971.

- By 1981, however, the urban area share of overall housing stock had fallen to 65% while the urbanizing areas of the Region, including the cities of Nepean, Gloucester, and the east and west urban communities, increased their share of the stock from 21% to 29%. Much of the growth in the urbanizing areas occurred in the single and attached sectors of the housing market while the majority of the growth in the urban area occurred in the more dense, attached and multiple sectors (see Table 2.9).

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[1] For the purpose of comparison, this report identifies three geographical areas within the region that share similar development characteristics. These areas are:
urban area - cities of Ottawa, Vanier, Village of Rockcliffe Park.
urbanizing area - cities of Nepean, Gloucester, Kanata and Township of Cumberland.
rural area - Township of Goulbourn, Osgoode, West Carleton and Rideau.

Table 2.9

Total Occupied Dwellings By Type For The
Urban, Urbanizing, and Rural Portions Of The RMOC
1971, 1976 and 1981

	Urban			Urbanizing			Rural			Total		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
Detached	37,705	37,460	39,655	19,705	23,450	28,970	6,880	10,035	10,745	64,290	70,945	79,380
% of Total (Grand)	27.5%	21.5%	19.8%	14.4%	13.4%	14.4%	5.0%	5.8%	5.4%	46.9%	40.7%	39.6%
% of Total (Sub)	37.6%	31.1%	30.4%	67.2%	55.0%	49.6%	93.4%	87.9%	91.6%			
Attached	16,625	16,950	20,550	5,960	11,160	20,260	205	725	325	22,790	28,835	41,145
% of Total (Grand)	12.1%	9.7%	4.3%	6.4%	10.1%	0.2%	0.2%	0.4%	0.2%	16.6%	16.5%	20.5%
% of Total (Sub)	16.6%	14.1%	15.8%	20.3%	26.2%	34.7%	2.8%	6.3%	2.8%			
Apartments	46,045	65,925	70,140	3,195	7,435	8,625	150	255	255	49,390	73,615	79,015
% of Total (Grand)	33.6%	37.8%	35.0%	2.3%	4.3%	4.3%	0.1%	0.1%	0.1%	36.0%	42.2%	39.4%
% of Total (Sub)	45.8%	54.8%	53.8%	10.9%	17.4%	14.7%	2.0%	2.2%	2.2%			
Mobile	25	35	35	460	585	585	130	405	405	615	1,025	1,025
% of Total (Grand)	-	-	-	0.3%	0.3%	0.3%	0.1%	0.2%	0.2%	0.4%	0.5%	0.5%
% of Total (Sub)	-	-	-	1.6%	1.4%	1.0%	1.8%	3.6%	3.4%			
Total	100,400	120,370	130,380	29,320	42,630	58,440	7,365	11,420	11,730	137,085	174,420	200,565
% of Total (Grand)	73.2%	69.0%	65.0%	21.4%	24.4%	29.1%	5.4%	6.6%	5.9%	100.0%	100.0%	100.0%
% of Total (Sub)	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%			

Source: 1976 Census Review of Ottawa-Carleton
Census of Canada 1981

. Though Table 2.9 indicates a decline in growth in the rural areas, this is as a result of a boundary shift which saw the urban part of the Township of Goulbourn included in the City of Kanata. Growth in the rural sector has remained quite stable over the 1971-1981 period with almost all new growth occurring in the single detached sector. Also notable is the lack of new growth in the mobile home sector. In the 1981-83 period several senior citizen municipal non-profit projects were completed in the rural areas, including Stittsville and Osgoode, Metcalfe, and Barefield, ranging in size from 24 to 48 units.

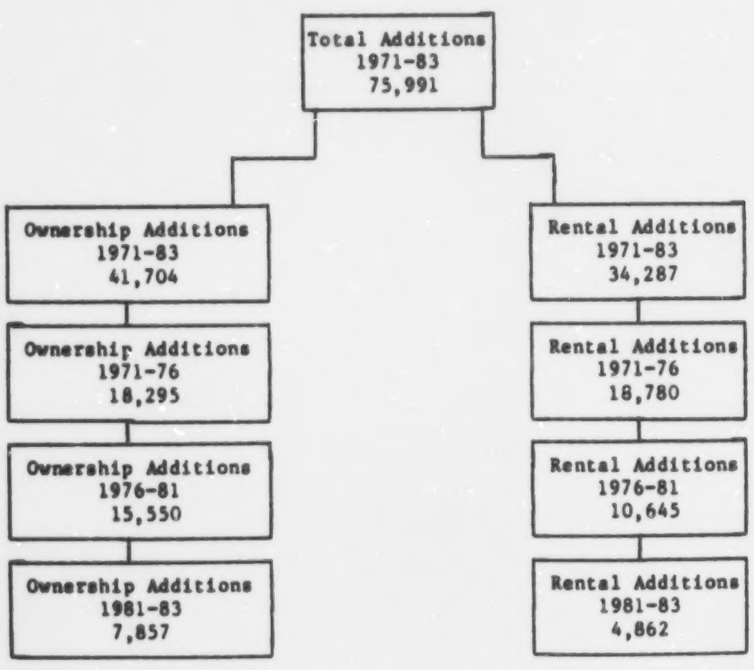
2.6.4 Changes in the Tenure of the Housing Stock

Despite shifting housing demands the ratio of dwelling units rented to those owned in the region has remained quite stable and balanced throughout the past two decades.

. The ratio of dwelling units owned and rented has remained quite stable and balanced between 1961 and 1981 (see Annex 'A'). During that period, the percent of dwelling units owned ranged from a high of 53.1% in 1961 to a low of 49.6% in 1976. In 1981, 50.9% of all dwelling units were owned.

Table 2.10

Changes in Tenure with Additions to the Housing Stock 1971-1983



- Between 1971 and 1983, approximately 76,400 new units were added to the housing stock, 55% of which were owner occupied and 45% tenant occupied. However, as with the experience of the apartment sector discussed in section 2.6.2.1, most of the rental units added to the housing stock, in the 1971-83 period were added in the 1971-76 period. Development of owner occupied housing stock on the other hand, was more evenly spread throughout the period.

- In the ownership sector, though the single detached unit still predominates, comprising over 70% of all ownership units in 1983, the number of apartment and row ownership units (mainly condominiums) has increased from 5% of total ownership units in 1971 to almost 17% in 1983. While the bulk of the apartment ownership growth took place in the 1971-76 period, growth in the row sector was more equally distributed between the periods (see Table 2.11).

Table 2.11

Owner Occupied Dwellings By Type
1971-76-81-83

	Totals	Single	Apt.	Doubles	Duplex	Mobile	Other*
1971	68 215	57,515	1,620	4,015	2,990	555	1,505
1976	86,525	64,715	6,185	5,730	2,790	880	6,335
1981	102,070	72,245	6,630	9,285	2,575	845	10,490
1983	109,927	78,621	6,730	9,932	2,575	845	11,224

*'Other' includes row houses and dwelling units attached to non-residential buildings.
Source: Census of Canada 1971, 1976, 1981; CMHC.

- In the rental sector, apartment buildings still dominate, accounting for 65% of the occupied rental stock in 1983. However, construction in the apartment sector decreased significantly in the 1976-83 period (about 1,000 units per year) compared to the nearly 4,000 units per year that occurred in the previous five year period. In addition to rental apartment units, the 1983 rental stock included, 18,490 rental rows (listed under 'other'), 7,130 rental singles (up marginally from the 1971

totals), 5,205 rental doubles (down about 20% from 1971 totals) and 5,060 rental duplex (basically the same number as in 1971). (See Table 2.12).

Table 2.12

Tenant Occupied Dwellings in the RMOC
By Type 1971-76-81-83

	Totals	Singles	Apts.	Doubles	Duplexes	Mobile	Other*
1971	69,000	7,010	39,710	6,290	5,140	40	11,035
1976	87,695	6,210	59,635	5,305	5,040	85	11,605
1981	98,435	7,130	64,755	5,205	5,060	115	16,165
1983	103,297	7,130	67,292	50,205	5,000	115	18,490

*Other inludes row houses and dwelling units attached to non-residential buildings.
Source: Census of Canada 1971, 1976, 1981; CMHC.

2.7 The Assisted Social Housing Stock

2.7.1 The Existing Social Assisted Stock

Of a total estimated rental stock of approximately 103,000 units, approximately 14% or 14,845 can be classified as assisted social housing. Approximately (78%) of the assisted units, or 11,521 units are effective rent-geared-to-income units.

- The field of assisted social housing is complicated due to the plethora of agencies and programs involved. All four levels of government as well as a number of private non-profit and cooperative housing groups play some role in assisted social housing.

- The current stock of assisted social housing comprises 8,618 units of family and senior citizen public housing units built by the Ontario Housing Corporation (OHC) and managed by the Ottawa-Carleton Regional Housing Authority (OCRHA). 5,138 non-profit and cooperative housing units developed by several municipal, private non-profit and cooperative housing corporations and 1,089 rent supplement units provided through the private sector, but administered by the Ottawa-Carleton Regional Housing Authority (OCRHA). A complete list of the existing stock of assisted social housing, by municipality, is provided in Table 2.13.

Table 2.13

Existing Stock of Assisted Social Housing in RMOC by Program and Municipality (June 1984)

Municipality	Public Housing		Non Profit*		Rent Supplement**		Totals	
	Family	SC	Family	SC	Family	SC	Family	SC
Ottawa	3495	4691	3485	1026	376	454	7356	6171
Nepean		99	101	65	43		144	164
Gloucester			100		95	66	195	66
Kanata	19	40	116				135	40
Vanier	25	234	45		48	7	118	241
Cumberland				24				24
Goulbourn				64				64
Osgoode				82				82
Rideau		15		30				45
Rockcliffe								
West Carleton								
RMOC Totals	3539	5079	3847	1267	562	527	7948	6897
	8168		5138		1089		14845	

*Includes units developed by municipal, private and cooperative housing agencies under Section 15.1 and 56.1 of the National Housing Act, units developed by the City under the Limited Dividend Program and now administered by City Living under the Municipal Non-Profit Program. Approximately 25 percent of the family units and 50 percent of the senior citizen units are rented on a geared-to-income basis.

**Bachelor and one bedroom units are classified as Senior Citizen. An additional 478 units funded under the Rent Supplement program are included in the Non-Profit category.

. Though the majority of assisted social housing in the region is in the form of 100% rent-geared-to-income housing, additions to the stock, from 1978 on, have been primarily through the municipal, private and cooperative non-profit housing programs. These programs are mainly funded by the Federal Government through interest rate write-downs. The private non-profit and co-operative non-profit programs are administered directly by CMHC. The municipal non-profit program is administered by the Provincal Ministry of Municipal Affairs and Housing. Though there are some differences between the programs, they generally provide for up to 25% rent-geared-to-income housing in family projects and up to 50% rent-geared-to-income housing in senior citizen's projects.[1]

[1]Generally, RGI units range from a low of 15% to a high of 35% in CMHC administered projects. In the spring of 1984 the Ministry of Municipal Affairs and Housing announced changes to the municipal non-profit program which allow the maximum number of RGI units in family projects to be increased from 25% to 35%, with an additional 5% for handicapped persons.

- Over 92% of all assisted family units and 89% of assisted senior citizen units are located in the City of Ottawa. The vast majority of units developed outside the city are either rent supplement units in private buildings or senior citizen units. In recent years, however, an increasing proportion of private non-profit and co-operative housing units have been built outside the City of Ottawa. For example, co-operative housing projects were initiated in Kanata in 1983, while others were developed in Vanier, the City of Gloucester and in Nepean.

- Of the 14,845 public sector assisted social housing, 78% or 11,521 units are available on an effective rent-geared-to-income basis, (some are not rented on a geared-to-income basis but have very low rents). The remaining units are rented at market rent levels.

- In addition, the assisted social housing stock, there are also 1,420 private initiated limited dividend units in 9 projects in Ottawa-Carleton. This program was terminated in 1976. The distribution of limited dividend projects is shown in Table 2.14.

Table 2.14

Supply of Private Limited Dividend Housing in the RMOC

	Units	
Ottawa	704	(4 projects)
Gloucester	553	(3 projects)
Nepean	263	(2 projects)
TOTALS	1420	

Under the Limited Dividend Program, owners receive from CMHC preferential financing (between 4½ and 8% mortgages) in return for limiting their dividends by restricting rent increases. Mortgages are based on a 50 year period, but for units built after 1968, which includes all but one of the projects in the RMOC, proponents are permitted to refinance after 15 years, in which case, they would no longer be limited to restricting their dividends.

2.7.2 The Production of Assisted Social Housing

The production of assisted social housing in the 1977-83 period occurred at a rate less than half of that which occurred in the 1971-76 period while the production and securement of rent-geared-to-income units in the 1977-83 period occurred at a rate less than 25% of the previous period.

- In 1976, there were approximately 10,790 assisted social housing units in the RMOC. By the end of 1983, an additional 4,055 units had been added to the existing stock. On an annual basis, some 1,600 assisted units were produced in the 1971-76 period, and 580 units in the 1976-83 period. Table 2.15 indicates this distribution by program by period.

Table 2.15

The Production of Assisted Social Housing
By Period in the RMOC

Period	Public Housing Total	(RGI)	Non - Profit Total	(RGI)	Rent Supplement Total	(RGI)	Totals	
Pre 1970	1017	(1017)	1524				2541	(1017)
1971-76	7100	(7100)	469	(117)	680	(680)	8249	(7897)
1977-83	501	(501)	3145	(1697)	409	(409)	4055	(2607)

- In recent years, 1980-1983, the RMOC has been allocated approximately 600 units of non-profit housing per year. This includes approximately 400 units to be rented at market rents and 200 units to be rented on a rent-geared-to-income basis. A recent study by the Regional Planning Department indicated a demand for additional non-profit housing units and suggested a target of 800 non-profit units/year for the next three years, although this would not meet the demonstrated demand. To meet the demand for RGI units and establish a 3% vacancy rate would require 1600 units/year of non-profit housing to be developed.

2.7.3 Other Housing Assistance in the Region

In addition to the programs mentioned above the RMOC is involved in the following housing related programs.

- The provision of a rent supplement to needy welfare recipients who are not in assisted housing.

  This program currently provides a shelter allowance of up to 75% of the rental costs to a maximum of $125 for families and up to $75 for individuals. In 1983 the Region was assisting approximately 3,500 households or 44% of the GWA caseload at a gross cost to the Region of 2.42 million. This program is funded on an 80% provincial/20% municipal basis.

- The provision of emergency housing in shelters and hotels and motels to needy families and individuals who find themselves in need of emergency shelter.

  Due to the Region's very low vacancy rate and the increasing loss of rooming and boarding homes (the traditional source of housing for low-income singles) the numbers and types of households requiring emergency housing assistance has grown astronomically. The cost of this assistance for emergency shelters, hotels and motels has increased 216% from $426,169 in 1982 to an estimated $1,348,000 in 1984. As a result of this increase in costs the Regional Social Services Department has been exploring less expensive options to hotels and motels. As a result of this search, some 23 emergency shelter units are now being provided in the old City of Ottawa Police building and other facilities are being investigated for this winter. Funding for the emergency housing program for GWA recipients is on a 80/20 basis for the first $300/month and a 50/50 basis thereafter. For FBA recipients funding is on a 100% basis up to the first $300 and on a 80/20 basis thereafter.

- The provision of residential care for the aged and psychiatrically disabled in domiciliary hostels, through purchase of service agreements with providers.

There are approximately 1,065 beds in these facilities for which the Region provides a per diem of up to $20.50 for approximately 500 persons placed in those homes where purchase of service agreements are in place. These facilities generally provide room and board, with minimum recreational and or social activities, to an increasing number of psychiatric referrals. The domiciliary hostel program is currently the subject of a two phased review with Phase I (dealing with administrative matters) completed and Phase II (dealing with services and programs) scheduled for completion by the end of 1984.

- The operation of the Home for the Aged with 651 beds providing extended care facilities for an older, frailer population.

- The average age of the residents in the Homes for the Aged is 83. There are currently over 200 people on the waiting list. Because of the growing waiting list and the need to familiarize seniors with housing options while they are still living independently, a sub-committee of the Management Committee of the Homes for the Aged is currently exploring alternative housing strategies for seniors. Some of the alternatives being considered are "home sharing registries", granny flats and satellite homes.

2.8 Shelter Costs and Income

Over the 1976 to 1981 period, income growth generally kept pace with growth in shelter costs in Ottawa-Carleton. Ownership costs grew more rapidly than rental costs, largely as a result of increasing interest rates; although house prices also increased significantly over the 5 year period. Since 1981, the situation has reversed; ownership costs have decreased as a result of decreased interest rates, while rental costs in both controlled and uncontrolled rental units have increased more rapidly than during the previous period.

2.8.1 Home Ownership Costs

- House prices in Ottawa-Carleton increased by between 3.4% (bungalow) and 5.6% (two storey) annually between 1976 and 1981. The cost of buying a house, however, increased much more dramatically because of the increase in interest rates during the 1976-81 period, i.e. from 11.75% to 18%. The monthly cost for principal, interest and taxes (P.I.T.) on the average priced MLS bungalow increased by 11% annually from 1976 to 1981. Similarly, the Statistics Canada Shelter Index (owner), which includes mortgage payments as well as utilities and repairs etc., increased by 8.1% annually between 1976 and 1981. (See Table 2.16).

Table 2.16

Ottawa-Carleton Ownership Costs
1976-1983

	Ottawa-Carleton[1] Multiple Listing		Royal Trust[1]		Owner[3] Index (1971=100)	Monthly Carrying Costs[4] (Bungalow)
	Bungalow[1]	2 storey	Bungalow	2 storey		
1976	$57,170	$63,183	$61,800	$89,500	160.4	$594
1977	58,501	67,047	62,800	91,100	178.2	558
1978	60,576	69,928	62,600	90,250	190.9	533
1979	63,241	73,094	62,000	89,000	200.0	643
1980	64,095	76,908	62,800	89,500	212.9	736
1981	70,298	82,864	73,100	109,500	236.8	1,015
1982	72,486	91,891	79,950	121,087	273.5	1,047
1983	86,388	107,636	94,775	139,175	300.0	937
6 year change	27%	45%	29%	35%	71%	76%
Average Annual Growth						
1976-81	4.2%	5.6%	3.4%	4.1%	8.1%	11.0%
1981-83	109.7%	13.9%	13.9%	12.7%	12.6%	-3.8%

[1]Ottawa-Carleton Real Estate Board
[2]Royal Trust, Survey of House Prices
[3]Statistics Canada.
[4]For Average MLS Bungalow; 25 year amortization; taxes equal to 1.5% of house price; Average N.H.A. interest rates; 10% downpayment.

- Ownership costs have decreased significantly since 1981. Despite an annual growth in house prices of about 11% over the past 2 years, P.I.T. payments for the average MLS bungalow have decreased from $1,015 per month in 1981 to $937 per month in 1983, after increasing slightly during 1982. The decrease in ownership costs is the result of a decrease in interest rates from 18% in 1981 to about 12.5% in 1983. Average annual growth over the approximately 7 year period was 6.9%. The recent increase in interest rates to the 15% level for a 5 year mortgage will significantly increase ownership costs, but not to the level reached in 1981 and 1982.

2.8.2 Rental Costs

- Rental costs increased less markedly than ownership costs over the 1976-81 period. Rent for a two bedroom apartment increased by between 5.6% and 7.0% annually over the 5 year period; depending on which information source, C.M.H.C. (5.6%) or Ontario Ministry of Municipal Affairs and Housing (7.0%), is used. The Statistics Canada Shelter Index (rent) registered a 5.3% annual change over the period. (Table 2.17)

Table 2.17

Ottawa-Carleton Rental Costs
1976-1983

	Two[1] Bedroom	Two[2] Bedroom	Rental[3] Index (1971=100)
1976	$229(Aug)	$280	119.7
1977	251(Sept)	311	128.4
1978	275(Oct)	302	135.9
1979	290(Oct)	306	142.8
1980	297(Oct)	335	148.5
1981	321(Oct)	367	154.8
1982	370(Jan 1983)	412	165.0
1983		452	178.6
6 year change	62%	47%	38%
Average Annual Growth 1976-81	7.0%	5.6%	5.3%
1981-83	-	10.9%	7.4%

[1]Ontario Ministry of Municipal Affairs and Housing
[2]CMHC Rental Apartment Vacancy Survey
[3]Statistics Canada

- Unlike ownership costs, rental costs have increased since 1981. The Oct. 1983 CMHC survey indicated a $85 increase (11% annual increase) in the rent for a two bedroom apartment over the 1981 level. This represents a 7.1% annual growth rate over the 7 years (1976-83).

- Rent review has contributed to keeping rental costs down. The increases cited above (CMHC data) represent a blend of controlled (built before 1976) and uncontrolled apartments. Starting in April 1982, CMHC surveys have distinguished between controlled and uncontrolled apartments (Table 2.18). Over the 2 year period, April 1982 to April 1984, 1983, uncontrolled two bedroom apartments increased $111 (25%), controlled two bedroom apartments increased $49 (13%). In April 1982, uncontrolled two bedroom apartments were 15% more expensive than controlled two bedroom apartments; by April 1984 the difference was over 27%.

Table 2.18

Average Cost of Controlled and Uncontrolled
Two Bedroom Apartments
RMOC - April 1982 - April 1984

	Uncontrolled	Controlled	Blend
April 1982	$442	$384	$394
October 1982	468	400	412
April 1983	518	405	428
October 1983	534	428	452
April 1984	553	433	463
2 Year Change	$111 (25%)	$49 (13%)	$69 (18%)
Average Annual Growth	12%	6.2%	8.4%

Source: CMHC, Rental Apartment Vacancy Surveys

2.8.3 Income

- As indicated in Tables 2.19 and 2.20, incomes have increased markedly since the mid-seventies, and in most cases either matched or outpaced growth in housing costs over the same period (see Tables 2.16; 2.17). In real terms, however, (i.e. compared with growth in the Consumer Price Index) income has remained essentially constant since the mid-seventies (see Annex 'D' for definitions and limitations of income data).

Table 2.19

Ottawa-Carleton Income
1975-1981

	Index of Ottawa-Hull Average Weekly Earnings[1] (1971=100)	Median Family Income
1975	142.9	$19,967
1976	160.2	
1977	173.0	$25,692
1978	184.4	
1979	199.6	$26,459
1980	218.2	
1981	244.8	$33,312
Total Change	71.3%	66.8%
Average Annual Growth	9.4%	8.9%

[1]From Statistics Canada, Employment, Earnings and Hours, Cat.72-002.
[2]From Statistics Canada, Income Distribution by Size in Canada, Cat.13-207.

Table 2.20

Income Reported on Income Taxes

	Median Total Income		Median Employment Income	
	Male	Female	Male	Female
1976	$13,092	7,010	12,943	7,307
1977	$14,076	7,654	13,990	3,019
1978	$15,208	8,085	14,978	8,569
1979	$16,178	8,672	16,087	9,244
1980	$17,877	9,910	17,389	10,000
1981	$20,232	11,390	19,513	11,198
1982	$22,646	12,956	21,724	12,882
Six Year Change	73%	85%	68%	76%
Average Annual Change	9.6%	10.8%	9.0%	9.9%

Source: Statistics Canada, Administrative Data Development Division (unpublished).

. The limited historical data that are presented above do not reveal the significant variations in income amongst different household and family types. Table 2.21 presents 1980 income data for various household and family types from the 1981 census. There are pronounced income differences between tenants and owners; between husband-wife families and lone-parent families; between family households and non-family households; and, between female-headed households and male-headed households.

Table 2.21

1980 Income

Ottawa-Hull CMA - Ontario Part

Household or Family Type	Number	Average Income
All Households	200,465	$27,893
Male Head	136,590	$31,901
Female Head	63,875	$19,323
Tenant Households	98,595	$19,406
Family[2]	45,790	$22,961
Non-Family[2]	40,635	$14,036
Owner Households	100,590	$36,148
Family[1]	80,790	$37,696
Non-Family[2]	9,740	$19,702
Lone-Parent Families	17,935	$18,265
Male Head	3,105	$28,961
Female Head	14,835	$16,029
Husband-Wife Families	122,635	$33,844
With Children	76,740	$36,119
Without Children	45,895	$30,041

[1]Census families without additional persons

[2]One-person households

Source: Statistics Canada, Cat 93.942

Table 2.22

Intercity Comparison of Income and Housing Costs - 1980

Census Division	1980 Average Household Income (Rank)	Incidence of Low Income		Average Rent (Rank)	Average Ownership Costs (Rank)
		Families (Rank)	Individuals (Rank)		
Ottawa-Carleton R.M.	$28,003 (2)	10.9% (6)	31.2% (6)	$367 (3)	$458 (4
Hamilton-Wentworth	$23,896 (6)	14.0% (3)	41.2% (2)	$308 (6)	$397 (6)
Metro Toronto	$27,476 (4)	13.2% (4)	33.6% (5)	$364 (4)	$466 (3)
Winnipeg	$23,115 (7)	14.5% (2)	40.3% (3)	$320 (5)	$366 (7)
Calgary	$30,570 (1)	10.2% (7)	29.3% (7)	$460 (1)	$557 (1)
Greater Vancouver	$27,742 (3)	11.2% (5)	34.7% (4)	$411 (2)	$472 (2)
Quebec City	$24,294 (5)	16.2% (1)	44.6% (1)	$293 (7)	$413 (5)

Source: Statistics Canada, Cat: 95-943; 93-918-922

. Ottawa-Carleton fared well when compared with income levels and housing costs in other Canadian cities. As indicated in Table 2.22, the RMOC had the second highest average income while average rent ranked third highest and average owner costs ranked fourth among the seven cities. (See also section 3.4.2.3 and Table 15 Annex B for a comparison of affordability among the cities). The RMOC had the second lowest incidence of poverty for both families and individuals.

3.0 Future Housing Requirements

This section of the report provides a projection of probable short term, e.g. 1984-1988, housing requirements based on an analysis of the demand determinants for housing. These projections are provided in terms of overall production requirements, as well as rental vs. ownership. The need for assisted housing is also examined in this section in order to establish future assisted housing program requirements.

3.1 Overall Housing Requirements

Between 5,500-5,600 units will be required annually to 1988

- Based on an analysis of the demand determinants for housing listed in Table 3.1 and discussed below, approximately 27,700 additional dwelling units will be required between 1984 and 1988. The requirements are based on five year household growth periods and represent the need for between 5,500 and 5,600 units annually. This yearly requirement should not be considered in isolation as annual production levels are more often affected by such factors as market conditions, interest rates, shelter costs, and government policies than anticipated demand for housing. Consequently annual production levels will fluctuate as these factors change. In order that adequate housing be provided over the projection period, these trends should balance out and the five year projection requirement should be realized. It should be noted that there likely will be significant constraints in meeting this requirement. Those constraints are outlined in Section 4.

Table 3.1

Summary of Total Housing Demand
Ottawa-Carleton 1984-1988

	5 Year Requirement	Annual Requirement
To accommodate new households	24,000	4,800
To provide for 3.0% vacancy in the rental market	3,200	650
To replace demolished units	500	100
Total Unit Requirements	27,700	5,550

3.1.1 Units Required to House New Households

4,800 units annually will be required to meet the demand of new households.

- The Regional Official Plan is based on the assumption that the population of the RMOC could increase to one million within 25-40 years of its adoption in 1974. This assumption was predicated on a continuation of the population growth experienced in the 1961-1971 period. As Section 2 indicated, growth is not taking place as quickly as was then expected.

- In order to determine possible future population levels, a series of population and household forecasts have been developed for a review of the Regional Official Plan which is now underway. The population projections are contained in the draft document Population Projections, Ottawa-Carleton 1981-2001, April 1983. Two projections, to the year 2001, are presented in that report, a high of 723,000 and a low of 623,000[1]. These projections represent a reasonable range of population growth which could occur by the turn of the century; provided the underlying assumptions regarding fertility, mortality, and employment-induced migration are met.

- Using the revised range of population projections identified in the Population Projection report, an additional projection was developed for the purpose of the Housing Statement. This projection uses the same assumptions regarding fertility and mortality as the high and low referred to above, but uses as its migration assumption the average annual net migration for the 1971-1981 period, which was 3,800 persons/year.

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[1] These projections were developed using 1976 fertility rates. When 1981 fertility rate became available these projections were run again resulting in a revised high of 725,500 and revised low of 625,600.

. It is believed that this rate more realistically reflects the rate of migration in the recent past and is more appropriate for a short term projection. The different assumptions are summarized in Table 3.2 and the projected population levels in Table 3.3.

Table 3.2

Comparison of Assumptions Employed in Various Ottawa-Carleton Population Projections

Assumption	Low Alternative	High Alternative	Municipal Housing Statement Projection
Base Year	- 1981	1981	1981
End Year	- 2001	2001	1988
Fertility rate	- Actual 1981 fertility rate of 1364.7 - held constant	Same	Same
Migration	Average increase 1976-81 of 1,760 held constant	average increase 1961-81 of 6,000 held constant	average increase of 1971-81 of 3,800 held constant
Mortality	- Small increase in longevity	Same	Same
1988 population	583,240	615,036	598,500

Table 3.3

Population Forecast RMOC
1981-1988

Forecasts							
Actual			Housing Statement Forecast				
1981*	1982	1983	1984	1985	1986	1987	1988
546,833	554,300	561,700	569,200	576,600	584,000	591,300	598,500

. By applying actual 1981 propensities to form households by age groups and type of household to the above-noted population levels, the following household requirements by type of household are obtained.

Table 3.4

Household Forecasts RMOC
1983-1988 by Type of Households

	Family Households	Non-Family Households	Total Households
1983	146,445	64,067	210,512
1984	150,049	65,425	215,464
1985	153,619	66,736	220,355
1986	157,170	67,995	225,165
1987	160,677	69,204	229,881
1988	164,120	70,357	234,477

3.1.2 The Impact of the Growth in Households 1983-1988

Analysis of changing distribution of age of household head suggests that major changes in household demand will come as a result of the baby boom generation maturing and moving into the home ownership market, along with a significant increase in households 65 years and over who have much more complex housing requirements.

- The distribution of households by age of head demonstrates some important trends in housing demand. As Tables 3.5 and 3.6 demonstrate, the 35+ age group, a group which traditionally is already established in the housing market, will see significant increases in population. In fact, as this baby bulge moves through the population it will cause changes in the nature of demand. 55% of all household growth in the 1983-88 period will occur in the 35-55 age group. Just as this group resulted in increased rental demands in the 60's and 70's, it will now impact on the ownership market.

Table 3.5

Households by Age of Head of Household and Traditional Housing Demand Cycles
1976, 1983, 1988

Housing Cycle	Age Group	1976	Projection Period	
			1983	1988
Stay at home	0-14	0	0	0
Apartment phase	15-24	17,045	16,463	14,546
Entering Housing lat time	25-34	44,130	55,003	59,139
Established in Housing Market	35-44	32,795	43,906	54,056
	45-54	31,675	33,496	37,021
Empty Nester	55-64	25,325	30,288	31,840
Retirement	65+	23,330	31,357	37,875
TOTALS		174,300	210,513	234,477

- Aside from the maturing of the baby boom generation, the only other group to increase its share of growth (see Table 3.6) in the 1983-88 period is the 65+ group which has much more complex housing requirements ranging from independent private market housing through institutional care. This group is expected to account for 27% of the household growth between 1983 and 1988 and may replace much of the demand for apartment living that was created by the baby boom generation in the 60's and 70's. This may cause significant shifts in demands for services and facilities, e.g. elderly recreational spaces and on site medical services, in structures that had been built and designed for a much younger generation.

Table 3.6

RMOC Region
% of Total Household Growth
by Age of Head of Household
1976-83, 1983-88

Age Groups	1976-83	1983-88
15-24	-1.6	-7.9
25-34	30.03	17.25
35-54	35.77	55.81
55-65	13.70	6.47
65+	22.75	27.19

3.1.3 Units Required to Provide for a 3% Rental Vacancy Level

650 rental units a year or 3,250 over the 5 year forecast period are required above and beyond the number of rental units needed to house new households in order to increase the rental vacancy to 3%.

- The level of rental vacancies has a significant effect on the equilibrium of the housing market in that it facilitates mobility in the housing stock. Without a reasonably high vacancy level, shelter costs, both ownership and rental, are forced upwards and access to housing is restricted particularly to low and moderate income households who generally have fewer housing options.

- Vacancy rates throughout Ottawa-Carleton are currently (Apr 1984) at extremely low levels of around 0.3% and have been hovering around this level for almost two years (see Table 4.2). Based on a 1983 estimated rental stock of approximately 105,000 units, the current vacancy level represents approximately 315 vacant rental units.

- In order to provide for a 3% vacancy level which is generally recognized as a level which is sufficient for providing for mobility as well as ensuring landlords an adequate rate of return, an additional 3,200 rental units are required over the next five year period above and beyond the new rental units required to meet new rental housing demand. The 3,200 units comprise 2,835 units needed to meet a 3% vacancy level in the existing (1983) rental stock as well as approximately 315 rental units needed to maintain the 3% vacancy level in the new additions to the rental stock between 1984 and 1988.

3.1.4 Replacements for Units Lost through Demolition and Conversion

Approximately 100 units/year must be added to the stock to replace units lost through demolition.

- The Regional Official Plan assumes that 15,000 residential units would be demolished over the period of the Plan. Based on a 30 year planning period, this assumption represents some 500 units/year and reflects the number of demolitions which occurred during the 1970-73 period, the time which the Plan was prepared.

- As can be seen from Table 3.7 however, demolitions are currently occurring at 1/5 rate of that experienced in the early 1970's. With the current trend to revitalize and renovate older houses and neighbourhoods somewhat stimulated by government programs like NIP[1] and ONIP[2], RRAP[3] and OHRP[4], and partially by private rehabilitations, the current levels of demolitions is not expected to increase and may in fact decrease. For the purpose of this report a level of 100 units/year is considered appropriate. It is also clear that current Regional Official Plan assumptions regarding conversions are outdated and in need of revision.

- Though demolitions have had relatively light impact on the housing market in the past, the demolition of low and moderate cost rental units for expensive condominiums and commercial development looms as a potential problem during the study period. This could result in an increase in overall housing requirements. This has been occurring more frequently in Toronto over the past few years and has reached such a level that the City of Toronto has requested special legislation on demolition from the Provincial government to control this activity. Over the past year the trend has also surfaced in Ottawa-Carleton with the potential demolition of 500 low cost rental housing units in Alvin Heights in the City of Ottawa being the most obvious example.

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[1]Neighbourhood Improvement Program
[2]Ontario Neighbourhood Improvement Program
[3]Residential Rehabilitation Assistance Program
[4]Ontario Home Renewal Program

Table 3.7

Demolitions by Type Ontario Portion of Ottawa-Hull CMA: 1969-1983

Year	Total	Singles & Semis	Row	Apartment
1969	483	241	62	180
1970	444	233	82	129
1971	704	231	14	459
1972	605	293	197	205
1973	441	252	45	144
1974	315	195	33	87
1975	111	92	6	13
1976	191	121	39	31
1977	186	130	13	43
1978	196	147	14	35
1979	200	140	12	48
1980	131	99	13	19
1981	81	58	4	19
1982	108	77	10	21
1983	124	82	3	39

Source: Statistics Canada, Building permits, Cat. 64-203

- Conversions also affect the size of the total housing stock and should also be taken into consideration if they result in a significant gain or loss in units. A study done by the Regional Planning Department of building permits issued by the City of Ottawa between 1976 and 1983 indicates that the effect of conversions to date has been minimal in that there was only a 95 unit gain as a result of conversions during the study period.[1] See Annex 'C' for the results of this study.

3.2 Ownership/Rental Requirements

Of the 24,000 new units required between 1983-1988 to meet new household growth roughly 55% or 13,200 units (2,650 units annually) will be required to meet ownership demand and 10,800 units (2,150

[1] These conversion figures should be viewed with caution because of limitations and inconsistencies in the manner in which dwelling units are tabulated in some types of conversions. These are, however, the best data currently available.

units annually) will be required to meet new rental demand. An additional 3,750 rental units or 750 units annually will be required to provide for a 3% vacancy and to replace units (mainly rental) lost through demolition.

- Since 1966 there has been a 50/50 split between ownership and rental units in the RMOC. This balance is depicted in Table 2.10 - in Section 2.6.4. During the mid to late 80's however, it is expected that this balance will gradually shift in favor of ownership housing, as the proportion of household heads in the main ownership groups (34-54) increases.

- Between 1971 and 1983, 55% of all units completed were for sale rather than for rental purposes (including condominiums). This level of demand is expected to increase gradually during the 1984-88 period because of the aging of household heads referred to above, and this in turn translates into a 5 year 13,200 unit ownership requirement.

- Between 1971 and 1983, 45% of all units completed were for rental purposes, with a majority of these completions occurring in the 1971-76 period. Over the next five years it is expected that rental requirements will decline gradually and will result in a five year 10,000 unit requirement.

- As mentioned previously, approximately 3,200 additional rental units are required by 1988 to achieve a 3% vacancy level. In addition, it is expected that many of the 500 units expected to be lost through demolition will be units which were previously rented. In total, 3,700 new rental units will be required by 1988 above and beyond the 10,800 rental housing units needed to accommodate anticipated new rental household demand.

- Significant fluctuations between annual unit requirements and annual completions are likely in any one year given varying levels of migration to the region, interest rate levels, and the availability of government housing incentive programs.

Table 3.8 Housing Demand by Tenure An Estimate of Total & Annual Requirements to 1988		
TYPE	TOTAL REQUIREMENTS	ANNUAL REQUIREMENTS
Ownership	13,200	2,650
Rental	14,500	2,900
1)Households	(10,800)	(2,160)
2)vacancies, demolitions	(3,700)	(750)
Total	27,700	5,500

3.3 Unit Type of Requirements

Ground-Oriented housing requirements will average between 65-75% of total housing requirements during the projection period.

- The provision of an adequate number of ground-oriented housing units is a major objective of the regional official plan. This objective is based on the premise that families with children should generally have ground-oriented housing. To ensure this objective the plan provides that 55% of all new housing built on vacant land will be ground-oriented.

- Analysis of current trends and projections of households by type, including an analysis of the number of family households without children (currently representing some 33% of all households) along with current propensities to form households by age of household head (see Table 3.9) suggest that 65% of all new housing requirements or 18,000 units should be ground-oriented. This level of activity will be sufficent to accommodate demand from new family households with or without children, as well as non-family households demanding ground-oriented housing.

Table 3.9

Orientation of Housing Demand
Ontario Portion of Ottawa-Hull
CMA, 1976-81

Age of Head	% Ground Oriented		% Non-Ground Oriented	
	1976	1981	1976	1981
15-24	22.8	28.4	77.2	71.6
25-44	67.1	68.9	32.9	31.1
45-64	72.9	74.9	27.1	25.2
65 & over	48.9	48.7	51.1	51.3
Total	62.2	64.4	37.8	35.6

- The demand for non-ground oriented housing e.g. apartments is expected to be approximately 9,800 units over the projection period.

- Analysis of completion statistics by orientation in Table 3.10 suggest that there will likely be no problem in meeting ground oriented requirements but that non-ground oriented requirements, not presently a stated concern in the official plan will be harder to realize. This is discussed further in Section 4.

Table 3.10

RMOC Completion Statistics
by Orientation

Year	Completion	% Ground Oriented	% Non-Ground Oriented
1978	7,731	82.3	17.7
1979	6,258	78.3	21.7
1980	2,943	87.1	12.9
1981	2,905	69.6	30.4
1982	3,644	65.0	35.0
1983	6,794	78.3	21.7

3.4 Assisted Housing Requirements

3.4.1 Introduction

Unfortunately, there is no definitive, nor universally accepted indicator of assisted housing requirements. A number of indicators are available which give an idea of assisted housing requirements, as well as the groups whose needs are most pressing.

Generally those households in need of assisted housing are ones who have an income which is insufficient to provide for the basic necessities of life, including food, clothing and shelter.

This section looks at several indicators of housing needs, including: the region's housing affordability analysis, which measures overall levels of housing affordability and adequacy; the results of the region's non-profit housing demand survey; and, the waiting lists of the Region's assisted housing agencies.

3.4.2 Housing Affordability Analysis

The number of households experiencing housing affordability problems increased between 1974 and 1981.

. A detailed description of the Region's housing affordability analysis can be found in Annex 'B'. Briefly this analysis explores through a series of special cross tabulations from the 1981 census, the number of households, by type of household and income who are paying more than 25% and 30% of their income on shelter costs. As this form of analysis was undertaken in the mid 70's using the data from CMHC's "1974 Special Housing Unit Survey", some conclusions can be drawn on how households in Ottawa-Carleton have fared over the intervening period. Some key findings are as follows: (The reader is referred to Annex 'B' for a more detailed discussion of the methodology, its limitations and detailed tables).

3.4.2.1 Comparison of Affordability 1974 and 1981

- The percentage of households paying more than 25% of their income on housing increased by 14% from 23.1% of all households in 1974 to 26.4% of all households in 1981. There were 52,230 households paying in excess of 25% of their income on housing in 1981. (See Annex 'B', Table 3).

- There was a greater incidence of middle and upper income households paying in excess of 25% of their income for housing

in 1981 than in 1974. For example, middle income households comprised 41.9% of all households paying in excess of 25% of their income on shelter costs, up from 33% in 1974, the upper income group comprised 15.6% in 1981 up from 5.8% in 1974 while low-income comprised 42.5% in 1981 down from 61.2% in 1974. (See Annex 'B'. Tables 5 and 6).

- Though the percentage of low-income households as a percent of all households paying in excess of 25% of their shelter costs on housing declined, the affordability situation for the group itself neither improved nor deteriorated between 1974 and 1981 remaining at the relatively high and unacceptable level of 73.4% of low-income households paying in excess of 25% shelter costs. (See Annex 'B', Table 4).

- Of the 22,200 low-income households experiencing affordability problems in 1981, only 4,950 or 22% were ownership households, who may by choice be paying in excess of 25% of their shelter costs in order to enjoy the benefits of home ownership; 78% or 17,215 households are renters and this group is almost equally divided between 8,800 family households who are generally eligible for assisted social housing units and 8,415 individual households. The low-income individual group comprises 6,215 individual households under the age of 60, and 2,200 over the age of 60.

- Unlike the situation of low-income households, which remained unchanged between 1974 and 1981, the situation for middle-income households deteriorated with the percentage of middle-income households paying in excess of 25% shelter costs almost doubling from 22.5% in 1974 to over 40% in 1981.

- Of the 21,865 middle-income households paying in excess of 25% shelter costs, 35% are ownership households, who may be by choice paying in excess of 25% for the privilege of home ownership. 65% or 14,105 of the middle-income households

paying in excess of 25% shelter costs were tenant households, 41% of which are family households (5,905) and 59% are individual person households. (See Annex 'B', Table 8).

3.4.2.2 The Effect of Increasing the Rent-to-Income Ratio from 25% to 30%

. There has been much debate over the appropriate method of determining affordability. There is no universallly accepted percentage of income that households can afford to spend for housing. 25% of gross income has been widely used in the past, but recent studies have been using the 30% rent-to-income ratio. It should be noted, however, that these rent-to-income ratios should be viewed as guidelines. For very low income households, the 25% rent-to-income ratio is far too high, while for high income households, rent-to-income ratios higher than 30% may not be a financial burden.

. Data for 1974 were available only at the 25% rent-to-income ratio for the Ontario part of the C.M.A., thus the previous section used 25% as the basis for 1981 as well. This section summarizes the effects of increasing the rent-to-income ratio from 25% to 30% for the 1981 Census data (see also Tables 9 to 11 in Annex 'B'.

- Overall, the number of households in need decreased by 9,200 (from 52,230 to 43,025); the overall percentage decreased from 26.4% to 21.8%.

- The number of low-income households in need was relatively unaffected, decreasing by only 1,280 (from to 20,920).

- The moderate income group accounted for the largest decrease in number of households in need (5,230 hhlds).

- The high income group had the largest percentage decrease, 33% (2,680 hhlds).

- The number of tenant households in need declined by 16% (from 33,350 to 28,155).

- The number of owner households in need decline by 21% (from 18,880 to 14,870).

3.4.2.3 Affordability Problems of Tenant Households

- Tenants have the most pressing affordability problems. There were nearly twice as many tenants paying 30% or more of their income for housing as there were owners paying 30% or more (many of the latter probably choose to pay high percentages of their income for the benefits of house ownership). Of the 97,200 tenant households, some 28,000 were paying 30% or more of their income for shelter in 1981. The median income for tenants households was about one half of that for owners. Nearly 80% of the 30,240 low-income households were tenants (see Tables 12 to 14, Annex 'B').

- Low income and moderate income tenants comprised about 96% of those in need (rent exceeded 30% of income). Low income tenants made up 58% of those in need (16,250 hhlds). Moderate income tenants comprised 38% of those in need (10,500 hhlds).

  - Non-family households comprised the largest number of tenant households in financial need. Over 14,000 non-family tenant households were paying more than 30% in 1981. Among non-family households, single person households had the greatest need with some 13,500 paying 30% or more. Female headed non-family households comprised about 65% of those non-family households in need. Women under the age of 65 accounted for about 70% of those female headed households in need. Non-family tenant households under the age of 60 comprised over 40% of all tenant households in need in the Region. There are currently no housing assistance programs for individuals under the age of 60 unless they are disabled.

- Among one-family tenant households (excluding lone-parent families) about 23% (8,200 hhlds) were paying 25% or more of their income for rent in 1981. Of these, about 4,300 (52%) were couples without children at home and 3,900 (48%) were couples with children at home (these data are from Statistics Canada 93,942 and not available at the 30% rent-to-income ratio).

. About 55% of lone-parent tenant households were paying more than 25% of their income for rent in 1981, and about 45% were paying 30% or more. Of those paying 30% or more, over 93% were female headed families (87% of all lone-parent households are female headed), and 60% of these were headed by women under the age of 35. Over 80% of lone-parent households with affordability problems were low income households, as compared with 58% for all tenants in need.

3.4.2.4 Intercity Comparison of Affordability

. Table 15, Annex 'B' shows 1981 affordability data for six other Canadian cities. As can be seen from the table, the percentage of tenants with affordability problems in Ottawa (29.4%) is comparable to that in other Eastern cities: Hamilton (32.2%); Toronto (31.2%); and Quebec (27.0%); but is significantly lower than in Western cities: Calgary (46.4%); Vancouver (40.7%); and Winnipeg (36.4%). For homeowners, Ottawa shared the lowest incidence of affordability problems with Winnipeg (both 16.6%). Hamilton (18.3%) and Quebec City (20.0%) were also lower than average; while Toronto (22.1%); Vancouver (24.2%) and Calgary (30.0%) had above average incidences. It should be noted that these data are for one-family households without additional persons only.

3.4.2.5 Conclusions

. The above noted findings suggest the following conclusions:

- Existing assisted social housing stock in Ottawa-Carleton has been somewhat effective in preventing a further decline in housing affordability for low-income households but has not grown fast enough to decrease the percentage of low-income households with affordability problems. This result is not unexpected given the shift in emphasis in assisted social programs which occurred during the period and the relatively few rent-geared-to-income units produced.

- Rent controls have not been entirely effective in preventing an increasing number of middle-income households from experiencing affordability problems. Other than those upper middle-income households that can afford the market rents in non-profit and co-operative units, there are no programs to assist this group. This is unlike the situation in the mid 70's, where the AHOP program (assisted home ownership programs) and the old non-profit program, provided effective housing assistance.

- For most of the over 14,000 unattached individual tenant households experiencing shelter costs in excess of 30%, there are currently no housing assistance programs available other than the regional social service rent supplement subsidy, which provides a limited amount of assistance. The majority of this group composed of low-income women, for whom affordable shelter is in extremely short supply. (See Annex 'B', Table 14).

3.4.3 The Region's Non-Profit Demand Survey (Assessment of Housing Need)

The Region's non-profit housing demand survey conducted in 1982 revealed a need for 836 family and 646 senior citizen rent-geared-to-income units, in addition to the existing housing stock at the time of the survey. The methodological limitations, prescribed by the Provincial Ministry of Municipal Affairs and Housing, results in a very conservative estimate. Furthermore there are indications that the housing needs of low-income households have increased since the time of the survey.

. In 1982 a study was initiated by the Regional Planning Department to assess the requirements for additional non-profit housing in the Region. Need for this study was found both in the perceptions of the current rental shortage in the Region and by the desire of several municipalities to assess the demand for non-profit housing in their municipalities. The assessment was required by the Provincial Ministry of Municipal Affairs and Housing, who are responsible for the Municipal Non-Profit Housing Program.

- The study was based on a sample survey of 10,000 households in three target groups: senior owners, senior tenants and non senior tenants. (A complete discussion of the survey, the methodology applied and conclusions can be found in Regional Non-Profit Study, available in the regional planning department). In all, approximately 5000 households or 50% of the sample size responded to the survey resulting in the following observations.

  - A significant proportion of sampled housholds were interested in renting non-profit housing. Potential users comprise 6.1% of all renter households representing 7,700 households.

  - 81% or 6,249 were interested in family non-profit units and 19 percent or 1,445 households were interested in senior citizen units.

  - 20% of the households including 836 family households and 646 senior citizen households also qualified on a needs tested basis for rent-geared-to-income housing. This is in addition to those 10,000 or so households who are currently in assisted housing.

- In addition, a market analysis conducted in conjunction with the demand survey indicated a continued shortfall in rental housing relative to demand through 1985. This rental shortfall in conjunction with the result of the non-profit demand survey suggested that additional non-profit activity above and beyond the approximately 600 units/year currently allocated to Ottawa-Carleton could be justified. Based on current levels of allocations and what could realistically be expected from the senior levels of government in terms of additional allocation per year, a three year target of a minimum of 2,400 units was recommended.

- Regional Council, upon review of survey results and recommended target levels, indicated that the results had not adequately reflected current need levels and that additional analysis of housing needs was required: this study represents that further analysis.

- Additional analysis of overall levels of housing need is found in Section 3.4.2 and analysis of the various housing waiting lists in the Region is found in the following section. It is concluded that the estimate of housing needs and the targets generated by the non-profit study be viewed as <u>minimal</u> requirements because of the conservative methodology that was used. This methodology had two main limitations which severely limited a true estimate of "need". First, it excluded all households which are not currently eligible for assisted housing. This includes all single person households, less than 50 years of age as well as family households without children. As section 3.4.2 indicated, low-income single person households comprise a significant proportion of the region's low income housing need. In addition, the study team were instructed to treat non-respondents to the survey as if they were not interested in non-profit housing.

- Research into non-respondents conducted in the Region of Peel, as part of the Ministry of Municipal Affairs and Housing Act prototype non-profit demand survey, indicated that there are valid reasons why households did not respond to surveys e.g. ill health, unable to understand, moved, frustrated with surveys. Further follow-up with the non-respondent group also indicated that there was no significant difference between the characteristics of the non-respondent group and those who responded, suggesting that the former group's housing needs are similar to those who responded. This fact <u>alone</u> could double the rent-geared-to-income requirements identified in the region's non-profit housing demand survey.

3.4.4 Waiting Lists

3.4.4.1 General

Area waiting lists, though a poor indicator of housing needs, indicate a large and growing demand for rent-geared-to-income housing in the region. An accurate assessment of this demand, however is difficult because of the proliferation of waiting lists and lack of a common method of needs assessment. This problem, however, will likely be largely overcome once OCRHA's and City Living's waiting lists for rent-geared-to-income housing are merged and agreement is reached on a mutually acceptable needs rating system.

- Assisted rental housing in the RMOC is provided by a large and diverse group of housing agencies including: the Ottawa-Carleton Regional Housing Authority, which manages the public housing and rent supplement portfolios in the Region; City Living and other municipal non-profit corporations, like those established in the Townships of Goulbourn, Rideau, Osgoode, and Cumberland; private non-profit groups like Centretown Citizens (Ottawa) Corporation etc.; and co-operative non-profit groups. Until recently each of these agencies maintained its own waiting list and employed its own unique method to determine an applicant's current housing status (need) and to priorize their respective applicants.

- Though the diversity of delivery agencies for housing is healthy and should be encouraged, the lack of a uniform needs assessment information system and the problem of application duplications between agencies, makes an overall assessment of rent-geared-to-income waiting list demand difficult.

- As the draft regional housing statement update was being prepared in late 1983, the Minister of Municipal Affairs and Housing indicated that housing agencies in the province could increase their percentages of rent-geared-to-income units if they agreed to adopt a provincially designed point rating system for determining relative needs among

applicants and participated in the preparation and maintenance of joint waiting lists with other provincial agencies (eg. local housing authorities) providing assisted housing. After some intitial problems the City of Ottawa has agreed with the Minister's initiative and as this report is being written City Living's and OCRHA's waiting lists are being merged based on the existing OHC point rating system. The OHC point rating system, however, is currently under review by a committee of two comprising the Chairman of OHC and the political chairperson of AMO's Housing Committee. Their report is expected to be forwarded to the Minister of Municipal Affairs and Housing at the end of July 1984.

. While the area's two largest waiting lists are now being merged, the following analysis focuses on the waiting lists prior to the merger and uses the most recent information on duplication to determine rent-geared-to-income requirements. Information from applications received in September 1983 revealed a duplication factor of about 25%. This level of duplication is assumed in the analysis.

3.4.4.2 Ottawa-Carleton Regional Housing Authority

The Ottawa-Carleton Regional Housing Authority waiting list for families has increased by more than 100% since Jan 1981, and will exceed 2,000 by Jan 1985 if applications continue at the current rate. The number of family applicants with 60+ points (those considered in immediate need of housing) has also increased and currently (Dec 1983) comprises 347 families and 61 seniors.

. The Ottawa-Carleton Regional Housing Authority has access to some 10,044 rent-geared-to-income housing units, 86% of which are conventional public housing units and the remainder rent supplement units.

. Since the expansion of the housing authority, from essentially an area municipal one to a regional one in Jan 1981, the

demand for assisted housing, as evidenced by the growth in the waiting list, has increased dramatically. Table 3.11 indicates the change in demand as expressed by OCRHA's waiting list between Dec 1979 and Dec 1983.

Table 3.11

Growth in Demand in OCRHA's Waiting List, 1979-1983

	Families on List	Seniors on List	Total
Dec 79	330	497	827
Dec 80*	747	467	1,214*
Dec 81	1,004	417	1,421
Dec 82	1,329	379	1,700
Dec 83	1,524	433	1,957

*Include 185 OHC and 147 OHC senior citizen files transferred to OCRHA when regional authority was established.

- The above figures indicate a gradual decline in the number of senior citizen applicants until this year. The number of family applications however has increased by over 100% since the Ottawa-Carleton Regional Housing Authority was established.

- A detailed analysis of OCRHA's family applications between April 1981-April 1983, [including the ratio of new applications, the rate at which applications are cancelled and the rate at which applicants are housed (ie. turnover rate)] indicate that the OCRHA waiting list will likely grow by 300-350 applications per year.

- More important, however, is the growing number of households who are deemed in urgent need, as a result of the OCRHA's point rating system. There are 347 families and 61 senior citizens with 60+ points (whose housing needs are considered very urgent).

3.4.4.3 City Living Waiting Lists

City Living waiting lists have increased almost 300% since 1980 and currently comprise some 1,495 families and 197 seniors. The number of family applicants classified as very urgent, however, has

increased by over 350% and now comprises some 835 family households.

- City Living (the City of Ottawa's Non-Profit Housing Company) currently manages approximately 2,700 units of assisted housing in the City of Ottawa. Unlike OCRHA, City Living manages a much more diverse portfolio including low income rental units built under the limited dividend program, and non-profit units built under both the old and new enabling sections of the National Housing Act. This mixed portfolio means that City Living must maintain waiting lists not just for rent-geared-to-income tenants but also for market rent tenants (75% of the units in the new non-profit portfolio), below market rent tenants for units in the old non-profit portfolio, and lower income tenants for units in the limited dividend portfolio.

- Table 3.12 indicates that the waiting list for City Living units has increased by over 300% in the 1980-1983 period, with the large majority of demand for family units. Like OCRHA's waiting list, senior citizen applications have recently (in 1983) begun to increase, reflecting the lack of market rental opportunities for this growing age group.

Table 3.12

City Living Waiting List
1980-1983
(Sept-Oct Statistics)

	Families	Seniors	Total
1980	399	31	430
1981	727	95	822
1982	1,130	96	1,226
1983	1,495	197	1,692

- Like OCRHA, both the numbers and percentage of applicants who are classified as "very urgent" or "urgent" have also increased significantly over the past 3 years. These statistics are contained in Table 3.13.

Table 3.13

Very Urgent-Urgent City Living Applications 1980-1983 (Sept-Oct Statistics)

Applications Very Urgent and Urgent	Families	Seniors	Total
1980	252	27	279
1981	404	64	468
1982	586	66	652
1983	835	127	1,062

3.4.4.4 Synthesis of Waiting List Demand & Affordability Analysis

Analysis of both the OCRHA waiting list and City Living waiting list suggest that there is a current urgent demand for some 900 RGI units for families and approximately 150 units for seniors. The family requirement is slightly higher than that identified by the Regional Housing Survey. In addition there is also a need for housing assistance for low income singles including the permanently unemployable and psychiatrically disabled.

- Based on the number of families and seniors with 60+ points on OCRHA's waiting list and the number of families classified as "very urgent and urgent" by City Living, and taking a 25% duplication factor, it is estimated that the current family need for RGI units in the RMOC is approximately 900 families. This is slightly higher than the level of need identified by the Regional Non-Profit Demand Study. Approximately 72% of these units are required in the City of Ottawa, with another 26% required in the Cities of Vanier, Nepean, and Gloucester: 8.3%, 7.5%, and 10% respectively. Less than 2% of need is found outside these municipalities.

- Based on the above assumptions the need for senior citizen RGI units is estimated to be approximately 150 units. Aproximately 70% of these units are required in the City of Ottawa, with another 27% required in the

Cities of Vanier, Nepean and Gloucester: 8%, 14% and 5% respectively. Less than 3% of the senior's need is found outside these municipalities.

- These municipal targets should not be viewed as rigid. As long as the target totals of 900 RGI units for families and 150 units for seniors is met, there should be flexibility to allow transfers between municipalities.

3.5 Special Needs Housing

The housing requirements of Special Needs Groups are complex and as diverse as the groups themselves, partially because in many cases their housing needs cannot be separated from their other needs. Unfortunately the needs of these groups are not well documented, which makes an overall assessment of their requirements impossible at this time. There is no doubt, however, that the primary requirements for these groups is the need for more affordable and sheltered rental units. The specific needs of each group and the review of the Region's roles in meeting those requirements should be the subject of a special report to Council.

- The housing requirements of Ottawa-Carleton also include the needs of groups who require specific forms of housing and in some instances special support care, recreational and social services. This includes meeting the complex and diverse requirements of groups such as the physically and psychiatrically disabled, ex-offenders, alcoholics, abused women, unwed mothers, youths and others.

- Unfortunately, though a significant amount of study and research has been undertaken on the needs of different groups and these studies have developed housing requirements, no one agency has a clear understanding of the numbers of persons requiring special needs housing and the nature of other housing requirements. There is the need to obtain a better understanding of these groups in a further study done in conjunction with agencies such as the Canadian Mental Health Association, Social

Planning Council, District Health Council, Rehabilitation Institute etc., so that Regional policy can reflect these needs.

- However, based on facts presented by advocacy groups acting on behalf of special needs groups it is clear that limited affordability is a common characteristic of all groups. In most instances persons requiring special needs housing must rely on either welfare or disability benefits and must compete with increasing numbers, particularly ex-psychiatric patients, for a decreasing resource-affordable housing; and for some groups affordable housing with special care services. A key problem according to most persons concerned with special needs problems is that there is no place for people to go (e.g. the single unwed mother after her stay at St. Mary's home for unmarried women or the ex-psychiatric patient who has just left one of Salus's homes) in order to make room for new persons in sheltered housing environments. The lack of second stage housing, e.g. housing which a person could go to after their stay in a sheltered environment is also required according to groups like the Elizabeth Fry Society and the Canadian Mental Health Association.

- Recipients of special needs housing are currently housed in a broad range of facilities including hospitals, hostels, groups homes, shelters and rooming houses. A complete list of special needs housing resources by target group, jurisdiction, legislation and level of care is found in Table 3.14. By and large however, most recipients of special need housing are housed in group homes, although an increasing number of ex-psychiatric patients are being placed in domiciliary hostels (approximately 45% of the 1,065 beds in domiciliary hostels are now being occupied by ex-psychiatric patients).

- As Table 3.14 indicates, there is a wide variety of special needs resources in Ottawa-Carleton yet significant shortages have been reported.

Table 3.14

SPECIAL NEEDS HOUSING RESOURCES (Aged)
OTTAWA-CARLETON 1984*

		No. of Beds	Target Group	Profit or Non-Profit	Jurisdiction	Legislation
More ⇧ LEVEL OF CARE ⇩ Less	Hospitals	3761	Sick, Aged, Dying, Disabled	Non-Profit	Ministry of Health	Mental Hospitals Act Public Hospitals Act
	Nursing Homes	1476	Aged-more than 1.5 hours of care daily	Profit	Ministry of Health	Nursing Home Act
	Homes for the Aged (Extended Care)	593	Aged-more than 1.5 hours of care daily	Non-Profit	Ministry of Community and Social Services (C.O.M.S.O.C)	Homes for the Aged Act
	Homes for the Aged (Residential)	895	Aged-less than 1.5 hours of care daily	Non-Profit	C.O.M.S.O.C.	Homes for the Aged Act
	Domiciliary Hostels	1065	Aged and Psychiatrically Disabled	Profit	C.O.M.S.O.C. and Regional Municipality	General Welfare Act; Municipal Act; R.M.O.C. Act
	GROUP HOMES[2]: Recovery Homes	119	Alcohol and Other Drug Abusers	Non-Profit	C.O.M.S.O.C. and Regional Municipality	Charitable Institutions Act; G.W.A.
	GROUP HOMES[2]: Community Resource Centres (Halfway Homes)	87	Ex-offenders	Non-Profit	Correctional Services (Prov. and Federal)	Min. of Correctional Services Act
	GROUP HOMES[2]: Transition Homes	35	Battered Women	Non-Profit	C.O.M.S.O.C. and Regional Municipality	General Welfare Act
	GROUP HOMES[2]: Approved Homes	26	Psychiatrically Disabled	Profit	Min. of Health	Mental Hospitals Act
	GROUP HOMES[2]: Homes for Special Care	61	Psychiatrically Disabled	Profit	Min. of Health	Homes for Special Care Act
	GROUP HOMES[2]: Other Group Homes	158	Mixed	Non-Profit	Min. of Health; C.O.M.S.O.C. and Regional Municipality	Various
	Emergency Shelters	247	Transients	Non-Profit	C.O.M.S.O.C.	General Welfare Act
	Rooming Houses	150-200 houses 1500-2000 beds	Psychiatrically Disabled, Poor	Profit and Non-Profit	Min. of Municipal Affairs and Housing and Municipalities	Innkeepers Act
	Total	10,023-10,523	1. Approximately 500 additional units of special needs housing were identified that didn't fit appropriately into the categories above, eg. 266 specially designed units in public housing and third sector housing, 39 Rehabilitation Institute Apartments, a 43 bed convalescent home etc. 2. Not all of these would be classified as group homes under the Municipal Act, ie. some have more than 10 beds. 3. All residential facilities (Group Homes, Domiciliary Hostels, Homes for the Aged) are considered equal in level of care.			
	Residential Total (Excluding Hospitals, Nursing Homes and Homes for the Aged (extended care)	4,193 4,193-4,693				

- The Ottawa Branch of the Canadian Mental Health Association, in "A Matter of Urgency: The Psychiatrically Disabled in the Ottawa-Carleton Community" estimated the need for 600 additional beds in support of housing environments to handle the influx of former psychiatric patients who have been deinstitutionalized and returned to their communities. One of the major problems identified in this report was the diminishing supply of rooming houses in the central area.

- the Youth Services Bureau - Centre 313, recently requested that the Regional Social Services Committee recognized the need for alternative emergency housing facilities for young males 18 and over who are recent transient and are not yet hardened to street life. They also recommended the establishment of some form of transitional housing to serve youths who are not fully capable of independent living but who are recently released from institutions or recently outside the family situation.

- The District Health Council in its Mental Health Operational Plan recognized the need for the establishment of the following (amongst other things):

  - two more English halfway houses directed to the youngest groups which are most susceptible to schizophrenia;

  - and, one halfway house for Francophones.

- The Elizabeth Fry Society in its "Housing A Women's Issue" dramatically illustrated the requirement for more sheltered environments for women across all special needs groups.

. Aside from the issue of lack of special needs accommodation, for those requiring special needs attention and those leaving special needs housing the second most common problem referred to by special needs groups is the lack of a centralized housing

registry to match disabled individuals with appropriate housing. As such, not only is it difficult, if not impossible, to determine the needs of this group, but also appropriately equipped units designed for the disabled often are not occupied by disabled persons because of problems of timing and low possibility of encounter.

- Another problem often referred to by agencies providing special needs housing who have funding sources is the lack of appropriately zoned accommodation for group homes. A review of area municipal by-laws (see Annex 'F') indicates that while progress has been made in that the majority of municipalities have established permissive by-laws, some urban and rural municipalities have not addressed this issue. Council should encourage area municipalities to adopt permissive group home policies to provide a consistent policy throughout the Region to offer more choice in potential locations and to avoid overconcentration in any one area municipality.

4.0 HOUSING CONSTRAINTS

4.1 INTRODUCTION

Section 3 outlined housing requirements in the RMOC. This section explores existing and possible future constraints that may arise during the study period.

4.2 Meeting the Overall Housing Requirements

A healthy economic environment and reasonable and stable interest rates are necessary for the overall level of housing requirements to be met. In any event government housing incentive programs will likely be necessary in order to meet the Region's housing requirements.

The performance of the housing market in the RMOC as in other major urban centres across the country is highly dependent on the performance of the economy and the resulting interest and mortgage rate structure. Increasing mortgage rates increase the percent of family income spent on housing and in doing so, decrease the number of families who can afford to purchase housing.

. The above relationship is depicted in Table 4.1, which illustrates the effect of both historical and current levels of interest rates on an individual household's ability to purchase an average priced bungalow and the percent of RMOC families who could afford to carry such a purchase. It is important to note that the percentage of families who could afford to carry the average priced bungalow declined from about 69% in 1971 to approximately 35-40% in 1982, but did increase significantly in 1983 when interest rates fell to more moderate levels (despite an extraordinary 20% estimated increase in the price of an average bungalow between 1982 and 1983).

Table 4.1

Carrying Costs for Average Bungalow 1971, 1976, 1980- 1983 and % of Families able to Purchase

	1971	1977	1980	1981	1982	1983
Mortgage Rates[1]	9	10 3/8	13 1/2	18	18	12 1/2
Average Price Bungalow[2]	26,705	58,501	64,095	72,486	72,486	86,388
Monthly P.I.T.[3]	232.00	557.00	737.00	1,015.00	1,046.00	937.00
Income Required 25%	11,151	26,757	35,366	48,703	50,242	44,980
30%	9,293	22,298	29,472	40,586	41,868	37,483
Average Family Income[4]	13,804	26,033	31,982	36,825	40,471	42,495
Median Family Income[4]	12,094	25,692	29,357	33,312	36,610	38,441
Housing Costs as Percent of Average Income	20	26	27.6	33.1	31	26.5
Percent Families able to Purchase[5]	68	59	45-50	32-37	35-40	50-55

1. Average annual NHA interest rates on approved lender homeownership loans - CMHC
2. Ottawa Real Estate Board, Annual Reports
3. Based on: 10% down payment; 25 year amortization, taxes 1.5% of house price
4. Statistics Canada, Catalogue 13.207, Income Distribution by Size in Canada 1971. 1980 income is from Census Canada. 1982 incomes derived by increasing 1981 incomes by CPI for Ottawa. 1983 incomes derived by 5% increase from 1982.
5. P.I.T. to Income Ratio equal to 30%. 1971 and 1977 were estimated from Statistics Canada Catalogue 13.207. 1982 and 1983 are rough estimates based on the relationship between income required to purchase and estimated median family income.

Note: It should be noted that the purpose of this table is to demonstrate the effect of changing interest rates on the cost of purchasing a house. The income data (and consequently "Housing Costs as Percent of Average Income" and "Percent Families able to Purchase") represent only a portion of all Ottawa-Carleton households (economic family households - about 70% of all households) which also have the highest incomes. Over 65% of family households are homeowners and they have incomes which are about 65% higher than tenant families. The 30% of households not represented (non-family households) have a median income of less than half of the family median.

. To mitigate some of the negative effects of high interest rates and stimulate the construction industry, the senior levels of government introduced several new home-ownership and rental housing incentive plans beginning in late 1981. These included: the Ontario Renter-Buy Program, and Ontario Rental Construction Loan Program, introduced by the Provincial government; and, the Canadian Home Stimulation Plan, and the Canada Rental Supply Plan introduced by the Federal government. The Federal government

also enriched its Registered Home Ownership Services Plan to permit first time buyers of newly constructed houses before the end of 1984 to direct up to $10,000 from their taxable income even if contributions to their RHOSP are not up to the $10,000 maximum. These programs coupled with declining interest rates have been successful in driving up housing starts in the RMOC in 1983 to 8,330 units, a level which has not been seen in the Region since the boom years of the mid 1970's.

- There is little the Region can do to control the level of interest rates. However, the Planning Department can monitor interest rates and report on the effects of these rates on the local market to Council. If rates are high and housing production is down as a result, Regional Council should petition the senior levels of government for appropriate housing assistance to offset the effects of higher interest rates as it did during the 1981-1982 recessionary period

- In the spring of 1984 the Federal government introduced a mortgage insurance plan which will, for a premium, cushion households with existing mortgages from large fluctuations in interest rates. Though the program should be applauded as a positive step for the protection it will provide existing mortgage holders, it will likely not encourage first time purchasers when interest rates are at relatively high levels.

4.3 Meeting Rental Housing Requirements

4.3.1 Encouraging New Private Market Rental Construction

The rental market in Ottawa-Carleton has deteriorated and will likely continue to deteriorate during the forecast period, unless the senior levels of government take some direct long term action to settle the basic problems affecting the rental sector. In the absence of this action, local or regional action to encourage rental activity will likely have little impact.

. As indicated in Table 4.2 the Apr 1984 vacancy rate for rental units in the RMOC was 0.3%, up just slightly from a record low of 0.2% in Oct 1982. This is somewhat surprising given the large number of ORCLP and CRSP generated rental units that were completed prior to the survey date and the fact that a significant number of the some 3,000 households who took advantage of senior government home ownership stimulation plans took possession of their units during the past six months, thus freeing up many rental units.

Table 4.2

Vacancy Rates in Privately Initiated Rental Apartment Structures of Six Units and Over - Ottawa 1977-1984

	Vacancy Rate (Percent)
1977	1.3
1978	1.5
1979	3.5
1980	3.5
1981	0.6
1982 (April)	0.4
1982 (October)	0.2
1983 (April)	0.3
1983 (October)	0.3
1984 (April)	0.3

Source: CMHC, Canadian Housing Statistics

. The persistent low vacancy level suggests that several phenomena may be occurring simultaneously. It suggests that the Region is experiencing a significant immigration boom, in which newly vacated units are being filled very quickly and/or there was a significant level of doubling up occurring which was not previously known. Regardless of the reasons for the current persistence of low vacancy rates in the RMOC, it is expected that the rental market in the RMOC, as in other regions, will continue to lag behind rental requirements because of (the following) three key factors.

1) The imposition of rent review in 1976 has served to keep market rents below what would have been the case in their

absence. Though there has been much debate about the effectiveness of rent controls, and which groups really benefit, there can be no doubt about the psychological barrier erected by rent controls and the fear by developers that rent controls could easily be imposed on new rental construction which is currently exempt.

2) The escalation of mortgage rates since 1979 has dramatically increased the amount of rent necessary to make new projects viable. Prospective landlords are unwilling to build to required economic rent levels because of the large gap between controlled and non-controlled units.

3) Substantial rental incentive subsidy grant programs like the Assisted Rental Program (ARP), Ontario Rental Construction Loan Program (ORCLP), Canada Rental Supply Program (CRSP), and tax shelter programs like the Multiple Unit Residential Program (MURP) which have provided for more than 50% and up to 75% of the rental starts in the RMOC between 1981-1983 (see Table 4.3) have been terminated, or are in the process of being terminated. To-date, except for a minor increase in the 1983 CRSP allocation to the Region (of approximately 300 units), no new significant rental incentives have been announced.

Table 4.3

Impact of ORCLP and CRSP on Total Rental Starts in RMOC 1981-1983

Year	Total Rental Starts	Non-Profit Starts	Private Market Starts	ORCLP & CRSP Starts	ORCLP & CRSP Starts as % of Private Market Starts
1981	1751	648	1103	538	48.7%
1982	2672	711	1961	1480	75.4%
1983	2023	529	1496	660	44.1%

- As a result of these factors there is a severe shortage of rental accommodation in the RMOC, which is not likely to improve over the next year. As mentioned in Section 3, there is currently a shortfall of almost 3,000 units, needed to achieve a 3% vacancy rate. There are currently only 2,000 apartment and rental rows under construction and scheduled for completion in the next 12-18 months. This level of construction is insufficient to meet new rental household demand and consequently will likely result in a further deterioration of the rental market in the Region.

- This problem is aggravated by the fact that developers cannot build, operate and maintain new rental projects at to-day's interest rates and make a profit at to-day's market rents. Furthermore, many tenants have insufficient incomes, particularly single parent families and senior citizens, to afford to-day's market rents much less the rents that would be necessary to build new projects successfully.

- Regional Council does not have the power, nor the financial wherewithal, even if the will existed, to overcome these problems. They are complex, contentious and inter-jurisdictional in nature. For example the problem of increasing developers' revenues to promote the construction of rental housing can only be solved through the provision of grants, low interest loans or tax concessions, similar to those offered in the recent past, which is primarily a Federal government responsibility. Improving landlords' cost-revenue equation through an increase in market rents, which are currently being suppressed by the existing rent review process, is primarily a Provincial responsibility. If the prevailing market rent is allowed to rise, there is little doubt that, while some tenants could afford reasonable increases, there would be substantial hardship for some lower income households which could only be offset by the provision of more modest-price assisted housing (something both levels of government seem to be steering

away from) or by a program of income supplements or shelter allowances (something, if current press reports are accurate, the senior levels of government seem to be leaning to). In either case, there is very little that Regional government or any local government can do to solve this dilemma, other than to request that the Federal and Provincial governments to recognize their responsibility for reestablishing a viable rental sector so that the Region's annual rental requirement of 2,900 units can be achieved.

- Given the inter-jurisdictional nature of the various problems affecting the rental market it is also recommended that Regional Council petition the senior levels of government to establish an inter-governmental task force to explore the problems associated with the rental market in Ontario and to provide a comprehensive package of measures by both levels of government designed to ensure a viable rental market.

- Should Regional Council wish to take an active position with a view to trying to solve some of the problems of the rental market, it would be appropriate to prepare and present a brief to the Thom Commission. In 1984, the Thom Commission will move into the second phase of its mandate and initiate a comprehensive review of the residential tenancies in Ontario.[1]

- Notwithstanding the rent review issue, there are certain strategies a municipality can use to encourage the development of rental units. One of these is to develop units, either through a non-profit housing corporation which will be discussed later or simply by acquiring projects with municipal funds. The latter option would represent a departure from the norm, which has been to rely on the senior levels of government for housing assistance and programs.

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[1]The Thom Commission formally known as the Commission of Inquiry into Residential Tenancies was established in 1983 to review the Residential Tenancies Act and to offer recommendations for adjusting the act if necessary.

- Another option is to encourage the development of rental units in under utilized residential properties and in non-residential spaces. Both of the aforementioned strategies are currently the subject of pilot programs developed by the Ministry of Municipal Affairs and Housing and the Associations of Municipalities of Ontario. The first program, Add-a-Unit, is currently available in only a few Ontario municipalities including the City of Ottawa. This program offers up to $7,500 per unit to assist in the conversion of a residential property to include a rental unit. Unfortunately, pick up under this program has been slow and the Province may have to increase its loan or maximum unit prices to make the program more attractive to local homeowners. Similarly, the Province's Convert-to-Rent program, which offers up to $7,500 per unit to convert non-residential properties to rental units has not proven to be very popular locally. Notwithstanding the problems the Province is experiencing with these programs it is expected that they will provide valuable information on the needs and expectations of small landlords and developers and that this information will ultimately prove useful.

- Other initiatives which support the concept of intensification of existing housing resources are home sharing/matching registries, granny flats, programs to encourage conversions, liberalizing zoning by-laws to permit roomers and boarders in most residential zones. Some of these initiatives are already being explored. For example, the Regional Planning Department sponsored a seminar on the potential use of granny flats in Ottawa-Carleton and as a result of the seminar will be petitioning the senior levels of government to establish a demonstration project in this area. Similarly, the Regional Homes for the Aged is currently working on the development of a home matching registry which will atttempt to match senior citizens with other households. The City of Ottawa has also recently adopted by-laws which will permit roomers and boarders in all residential zones in the city.

. One of the major problems with housing programs like the ones referred to above is the anxiety that they generate in local communities. Communities fear such effects as increased traffic and parking problems, and run-down properties. Though these are legitimate fears, it is apparent that the results of programs that encourage conversions are not going to be as widespread as the community might expect. In order to deal with this very complex issue, it is recommended that a Regional Task Force be established, with representatives from the planning departments of the area municipalities and community representatives to:

1) explore ways to encourage residential intensification programs throughout the Region;

2) develop a pilot program, (including a public relation program aimed at generating community acceptance) in selected neighbourhoods across the region where residential intensification programs would be permitted, and;

3) monitor the effects of such programs on the community.

4.3.2 Preserving the Existing Rental Stock

Though the Region can do little to stimulate the construction of new affordable rental units by the private sector, it and the area municipalities can protect the existing stock by continuing to discourage the conversion of rental units to ownership and by purchasing existing rental units that may be lost through demolition.

. In 1976 the Regional Council, sensing a major disruption in an already tight rental market, adopted a policy controlling the conversion of rental units to condominiums by not allowing the conversion of rental units to condominiums until the vacancy rate exceeded 3%. This policy was reviewed and reconfirmed by Regional Council in 1981 and has been successful in preventing the loss of some 4,500 rental units, representing about 5% of the region's rental housing stock. Given current trends in the rental market, this policy should continue.

- In recent years, however, developers and landlords have developed schemes to get around the Region's conversion policies. These schemes include the use of the private placement "exemption clause" under the Securities and Exchange Act to develop "equity co-ops", limited partnership agreements for buildings with less than six units, and most recently the purchase of apartment units as "tenants in common". In 1982, Regional Council adopted a resolution directed to the Ontario Attorney General and Minister of Municipal Affairs and Housing to give municipalities the right to control these types of conversion. The Province has adopted several pieces of legislation particularly in the area of consumer protection and the Landlord and Tenant Act but has not yet given municpal councils the control over these conversions that municipalities now enjoy with respect to condominiums. The Region should continue to petition the province for planning controls over these schemes.

- Another problem which mainly affects the City of Ottawa but has implications elsewhere, has been the loss of rental row units by way or severance. In order to be consistent with other policies designed to protect and maintain the supply of rental housing Regional Council should request area municipalities to implement control over the severance of rental rows.

- Because of the Region's and area municipal conversion policies, developers of new rental projects, primarily developed under the Canada Rental Supply Program, applied for condominium draft plan approval prior to the new units being completed. In this manner, developers may choose, some time in the future, to convert existing rental projects to condominium without further approval from the Region. Though the CRSP Program does permit condominium registration it does not permit units to be sold (in which case the loan is immediately repayable), an argument can be made that units which were developed under rental incentive programs and whose construction was in fact assisted by public

funds should remain rental for the term of the loan. Council should petition CMHC to not permit the registration as condominiums of units that have been developed under rental incentive programs.

- Another factor which has become more and more evident in the past five years, and will likely continue, is the movement towards living closer to the central parts of the urban area. In the RMOC this movement has largely occurred in the City of Ottawa's central neighbourhoods. As a result of this movement the following trends are occurring, each of which has impacted on the supply of affordable rental housing:

  - deconversion of many centrally located structures from rooming houses, or small apartments back to their original single-family form (135 rooming house properties were lost between 1978-79 and 1983. This represents a 47% decline);

  - demolitions of obsolete rental buildings and the replacement of high-quality residential units;

  - escalation of prices and rents in inner city areas resulting in the forced relocation of renters and in particular lower-income renters.

- This trend towards inner city living seems unlikely to weaken in coming years and it appears that without severely limiting rights of individual property owners (e.g by precluding such options as severance, conversion, and demolition), there is very little that the Region can or should do to counteract the movement. This issue is more appropriately addressed at the local level, where site planning, demolition control, and zoning incentives can be effective in dealing with the issue of the loss of inner city rental units if the political will is there to do so. The City of Ottawa has recently instructed staff to prepare a strategy dealing with the issue of the suppy and retention of low and moderate income housing in the City.

4.4 Providing Sufficient Lands

Overall, there is sufficient land designated and serviced for development to meet the Region's five year housing forecast requirement. However, there could be shortfalls in the supply of registered single detached lots throughout the Region if lands which are currently pending approval or draft approved are not quickly moved forward to registration.

4.4.1 Land Supply

There is more than adequate land designated and currently serviced, or soon to be serviced, to meet the region's housing requirements for the next five years.

- The Regional Official Plan, in 1974, designated all the lands within the Greenbelt, and three satellite communities of Kanata (the west urban community), Orleans (the east urban community), and the Barrhaven part of the South Urban Community as first stage urban development areas. The timing and the extent of the remainder of the south urban community in south Nepean and south Gloucester has not yet been determined, but will be addressed in the review of the official plan's new program.

- A recent study, the Land and Infrastructure Mapping Program which is a joint project of the RMOC Planning Department and CMHC, indicates that on the basis of a 1982 mapping program, there was (Dec 1982), six and one half times the amount of land needed to meet the 1-3 year demand (515.8 hectares) within the 1-3 year supply (3,333.1 hectares). Though these are 1982 figures and they do not reflect the exceptional number of 1983 starts (over 8,300), the unit supply as depicted in Table 4.4 for the 1-3 year period is so much in excess of the historical vacant residential land consumption trends as depicted in Table 4.5 that there are no forseeable total land supply problems.

Table 4.4

Potential Land Supply by Sector by Year (ha)
Dec. 1982

SECTOR	1[1]	2-3[2]	4-5	TOTAL
West Urban Community				
- Kanata	48.1	1371.1	0.0	1419.2
South Urban Community				
- Nepean	46.4	187.8	1788.3	2022.5
- Gloucester	0.0	0.0	2177.9	2177.9
East Urban Community				
- Gloucester	6.7	499.5	0.0	506.2
- Cumberland	131.7	464.8	0.0	596.5
Inside the Greenbelt				
- Ottawa	45.6	188.0	0.0	233.6
- Nepean	52.4	158.4	0.0	210.8
- Gloucester	15.2	98.1	0.0	113.3
- Vanier	0.0	6.7	0.0	6.7
- Rockcliffe	10.6	0.0	0.0	10.6
Total	356.7	2974.4	3966.2	7297.3

1 year - urban lands with approved development application no drainage problem, and water and sewer on site.
2-3 year - lands identified in official plans without an approved development application or without services, or with a drainage problem.
4-5 year - lands in south urban community only conceptually designated requiring further study.
6+ - no official urban designation

Source: RMOC, CMHC, Land and Infrastructure Mapping Program.

Table 4.5

Historical Vacant Residential Land Consumption (ha)

	YEAR				
	1978	1979	1980	1981	1982
single family	51.9	76.5	26.7	70.3	63.8
semis and duplex	58.8	39.1	12.6	12.3	7.3
rows and townhouses	72.8	45.7	26.0	21.9	36.7
apartments	23.9	20.3	8.1	3.3	7.1
Totals	207.4	181.6	73.4	107.8	114.9

average 5 year consumption rate = 137.02 hectares

Source: RMOC, CMHC, Land and Infrastructure Mapping Program.

4.4.2 Building Lot Supply

There appears to an adequate supply of building lots in the development pipeline either registered, draft approved, or pending approval, to meet the Region's building lot requirements.

- The availability of land for residential development is one important factor in ensuring a healthy and competitive residential land market. A more important factor, however, is the supply of potential lots for development. Land can be developed for residential purposes in three main ways: through a plan of subdivision, land severance or via redevelopment.

- The vast majority of lots in the Region (estimated to be around 80-85%) are created by way of plan of subdivision. These plans go through a three stage process, (submitted for consideration, draft approved and registered) before they are ready to be built on. Registered land is residential land available for immediate development. Lots in draft approved plans represent medium term lands, that usually can be bought on stream fairly quickly if market conditions are right. In order to minimize the high cost of servicing land and to reduce the impact of provincial assessment practices which increase property taxes once lots have been registered, developers often delay registering a plan of subdivision after it has been draft approved until they are sure it can be marketed quickly. Those plans under consideration or pending represent a longer term supply, since it will often take several years before a plan of subdivision is registered at this stage.

- In order to ensure a competitive land market, many analysts suggest that a two year supply of building lots be in the development pipeline (either registered, draft approved, or pending), based on past historical trends should exist. Review of development statistics in Table 4.6 suggest that such a supply situation does exist, but that it will be necessary to move the lots from pending status to draft approved and registered.

Table 4.6

Unit Potential by Development Status and Unit Type

- PRELIMINARY - FOR DISCUSSION ONLY

	Single	Semi	Row	Apt	Mixed	Total
Registered	1,359	148	4,147	5,646	1,964	13,264
Draft Approved	2,593	480	1,127	60	1,938	6,198
Pending	6,509	564	3,265	5,154	7,783	23,272
No Plan	4,737	82	1,875	3,896	28,064	38,654
Total	15,198	1,274	10,414	14,756	39,749	81,388

Source: RMOC Planning Department

4.4.3 Land Ownership

Though the overall regional land market appears competitive there are sub-markets in the region where there are significant levels of concentration of land ownership. This ownership situation may contribute to lot price escalation as well as to limiting options regarding the direction of future growth.

- During the period of rapidly escalating land and lot prices for housing in the early to mid seventies, one of the most popular theories regarding the cause of that price escalation was the so called "monopoly developer theory". This theory asserts that in various urban markets the ownership of undeveloped and/or land approved for development is concentrated in the hands of a small number of developers who may collude to raise prices above their competitive levels by restricting land supply.

- Though a detailed investigation of whether or not developers in the Region actually exercise market power through concentrations of ownership has not been done, a review of land ownership provided in the Land Mapping and Infrastructure Program offers a glimpse of patterns of land ownership and concentration in the Region. The 1-3 year land supply as controlled by the Region's ten largest land owners is summarized in Table 4.7. This table suggests that although a large percentage (71.9%) of the supply of short and medium term lands are held by the Region's largest land owners, this concentration is at least spread out among ten different corporations and agencies; and not overly concentrated (say 50%) in one or two firms. This distribution is important, as research done on concentration of ownership for the Federal and Provincial Task Force on the Supply and Price of Serviced Residential Land in 1978, suggests that for a particular group of companies to exercise significant market power by way of concentration, the "top four sellers must control about 50-70% of a market". Based on the regional distribution of land ownership, as outlined in Table

4.7, there appear to be insufficient levels of market concentration for one firm or group of firms to exercise market power on a regional basis.

Table 4.7
The 1-3 Year Land Supply of the Ten Largest Landowners in the RMOC 1982* (ha)

	Kanata	Nepean	Ottawa	Gloucester	Cumberland	Total
1. Campeau	763.8 53.8%		10.2 4.4%	5.0 1.0%	70.8 11.9%	849.8 26.6%
2. Cadillac-Fairview	326.4 23.0%					326.4 23.0%
3. Queenswood, Gree, Wong					234.2 39.3%	234.2 7.3%
4. Costain	121.4 8.6%			107.2 21.2%		228.6 7.1%
5. Minto				119.6 23.6%	58.1 9.7%	177.7 5.6%
6. Tartan		114.6 25.8%	56.8 24.3%			171.4 5.4%
7. Queenswood Land Associates					102.2 17.1%	102.2 3.2%
8. Asselford-Martin	9.3 0.7%				71.5 12.0%	80.8 2.5%
9. CMHC		78.6 17.7%				78.6 2.5%
10. NCC			50.7 21.7%			50.7 1.6%
Ten Largest Total	1220.9 86.0%	193.2 43.4%	117.7 50.4%	231.8 45.8%	536.8 90.0%	2300.4 71.9%
Others	198.3 14.0%	251.8 56.6%	115.9 49.6%	274.4 54.2%	59.7 10.0%	900.1 28.1%
All Owners Total	1419.2 100%	445.0 100%	233.6 100%	506.2 100%	596.5 100%	3200.5 100%

Source: RMOC, CMHC, Land and Infrastructure Mapping Program.

*there may have been changes since 1982 which would change the position of ownership depicted above. For example, at the time of writing there were unconfirmed reports that some of Cadillac-Fairview's lands in Kanata had been purchased by Urbandale.

- Based on "50-70% bench mark" indicated above, there are some sub regional markets in the Region, where there is the potential for some developers or groups of developers to excercise

significant market power. The two most obvious areas are in Kanata, where three firms control 85% of the 1-3 year land supply, with one firm alone, the Campeau Corporation, controlling 53% of this supply and in Cumberland (i.e. Cumberland's portion of the east urban community) where five firms control 90% of the land supply. Although in Cumberland the degree of concentration is highest, this is not viewed as being critical, as analysis of land holdings in this area must also include land ownership east of the 10th line in the City of Gloucester's portion of the east urban community. In this area land ownership is much less concentrated and should serve to offset the higher degree of concentration in Cumberland.

- The Kanata situation, however, deserves some attention because of the existing high levels of ownership concentration. Unfortunately, given the present level of land concentration in the municipality and the fact that some of the lands could be held for longer term development than the 1-3 year period, there are only a few options that a municipality can exercise to ensure that undue market pressures are not created as a result of ownership concentration. On the one hand, Council could closely monitor the supply of building lots in Kanata to ensure that at least a 2 year supply of building lots is available at all times. On the other hand, Council could explore the feasibility of establishing a land bank in situations like Kanata where few development firms can exercise their market power. The land bank would be used as a vehicle to provide small builders with a continuing supply of serviced residential land.

4.5 Meeting Assisted Social Housing Requirements

Meeting even the minimal housing requirements suggested by the waiting list analysis during the study period will be difficult, if not impossible, given the structure of current assisted housing programs and current levels of funding. Progress in meeting the region's assisted housing requirements can only be realized by

significant increases in funding levels for existing programs, by changing the level of rent-geared-to-income assistance in existing programs or by the development of new programs which are more directly targeted to meet the Region's low and moderate income housing requirements.

- In section 3.4 an assessment of the region's assisted social housing requirements indicates the need for some 900 family RGI units and 150 senior citizen units to meet the most urgent applications on the area's social housing waiting lists. In the same section, an analysis of affordability using 1981 census data indicated that 52,240 households were paying more than 25% of their income for accommodation, including 15,000 unattached individual households, who do not normally qualify for rent-geared-to-income housing.

- To meet this need, the housing agencies in the RMOC have been allocated approximately 600-700 units/year under the current integrated non-profit and rent supplement program. This allocation results in construction of approximately 200-225 rent-geared-to-income units, which are the only units directly targeted to households with the most pressing housing requirements. Based on this current level of social housing allocation in Canada, and Ottawa-Carleton's historical share of that allocation, only limited progress can be made in meeting the region's assisted social housing requirements during the 1984-1988 period.

- The inadequate levels of financing and limited eligibility requirements of current programs by the senior levels of government has been the subject of numerous resolutions by Regional Council over the past two years; but these efforts have not significantly altered the level of unit allocations or eligibility to assisted social housing in the Region. To expect that this situation will change in the forseeable future, in this era of government restraint, is unrealistic.

- It should be noted that existing non-profit programs have recently been the subject of a major program evaluation by the Canada Mortgage and Housing Corporation. While there has been much criticism of this evaluation, particularly by non-profit agencies who are delivering housing under the various programs, it appears that there may be significant changes in the way in which assisted housing is delivered in Canada during the period the housing statement covers.

- Though it is not yet known how assisted social housing programs will change, if indeed they do, it is recommended that Regional Council take the opportunity during the evaluation of the current assisted social housing program to express its concern to the Minister responsible for CMHC about the limited numbers of effective subsidized units that the current program produces.

- New initiatives should be more directly targeted to low and moderate households and should be contained in a package of housing programs from which area municipalities can choose. In addition to a modified integrated non-profit program, this package should include a small scale 100% RGI program delivered by existing non-profit groups, a limited shelter allowance[1] program and programs for low income singles.

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[1]The term shelter allowances refers here to direct cash transfers to eligible households to enable them to afford adequate housing of their own choice. Some of the advantages of shelter allowances are: they directly address the primary problem of affordability; they can be implemented quickly; they give freedom of choice to recipients. Some of their disadvantages are: they don't ensure that a sufficient supply of adequate housing will be available; they may be inflationary; they may be more expensive than building housing in the long-run.

. In recognition that it may take several years to change existing assisted housing programs, Council should once again petition the respective senior levels of government to:

1) increase unit allocations for assisted housing under existing programs to reflect the severe shortage of low income housing in Ottawa-Carleton;

2) re-evaluate project funding and rent levels in existing non-profit housing projects so that a greater number of low and moderate income households can be housed;

3) implement supply programs for low-income singles.

. One area that is often neglected in discussing housing assistance programs, mainly because of the cost implications is the possibility of a municipality developing its own assisted housing programs. Such an approach would be a departure from the normal course of action, which is to rely on senior levels of government for assisted social housing programs and funding. It is noted that the City of Ottawa has already departed from the normal course of action by providing housing subsidies to tenants in the 50-59 age group in their portfolio, and by establishing a municipally sponsored and administered rooming house in Sandy Hill.

. The advantages of direct municipal action in housing include:

1) greater flexibility to deal with local problems as opposed to perceived national and provincial housing problems and,
2) greater freedom to target programs to households with the greatest need.

. In light of the above it is recommended that Regional Council in conjunction with the area municipalities explore various financial mechanisms which might permit the Region and area municipalities to take direct municipal action in meeting housing needs. This investigation should include an examination of the

feasibility and legality of floating municipal tax exempt bonds, direct block funding from the senior levels of government, as well as funding housing programs from the municipal tax base to provide programs such as limited dividend housing and rooming houses.

4.6 Making Better Use of Our Existing Housing Stock

Notwithstanding any proposed changes to the manner in which housing is to be delivered in the Region, there are several administrative and structural changes which could assist low and moderate households in need of housing.

4.6.1 Establishment of Housing Registries

The establishment of housing registries in the Region would assist in matching those households with specific housing requirements with appropriate housing resources.

. There currently exist several operational housing registries in the Region that attempt to match persons or households looking for accommodation with suitable sponsors. The existing agencies include:

- The YMCA housing registry which provides a placement service for all ages of adults in private homes and rooming houses. The YMCA service inspects all accommodations and interviews all potential clients. Although it operates Region-wide, the vast majority of its units are in the centre town area.

- The Regional Housing Registry provides a placement service for welfare recipients who are clients of the Regional Social Services Department. The Regional Registry lists accommodations for families and some singles. During the past two years, the Housing Registry has lost many of its landlords due to the extremely tight rental market.

- Ottawa West Senior Citizens Support Service provides a home sharing program where one party must be a senior.

- Ottawa-Carleton Homes for the Aged will be providing a Match and Share Program for seniors starting in August 1984.

. Though the existing groups provide a valuable service it is apparent that there are several gaps in the existing services. For example, no one agency has yet to assume responsibility for the maintenance of a housing registry for the disabled and because of this, units designed especially for the disabled often go to able bodied individuals. Similarly single-parent families often fall into gaps in the service because most accommodation is not suitable for families and the sponsoring agencies don't have the time or the finances to seek out appropriate accommodation.

. It has been suggested by several social service agencies that a centralized housing referral service should be established by the Region which would provide a matching service to all groups. While such a service has its appeal in the fact that it could provide a "one stop" service, it does not recognize the value of services currently performed by groups like the YMCA. Accordingly, it is recommended that at this juncture Council accept the responsibility for co-ordinating the various housing registries in the Region and to provide service where services do not currently exist (eg. the disabled) and that staff report back in a further report on the various options for establishing and operating such registries in the future.

4.6.2 Publishing Housing Information

Information about existing housing resources in the Region should be published on a regular basis to assist those looking for housing, as well as those agencies who are providing for households in need.

. Closely related to the issue discussed above, due to the ever increasing number of agencies

providing housing, there is the need for a central agency to provide information on the housing options available. This would be of assistance not only to the public but also to welfare and other housing resource persons who have difficulty keeping up with the multitude of housing programs and delivery groups.

- In the absence of any activity by other groups in the Region and based on the mandate given the regional housing co-ordinator relating to the co-ordination of housing activities in the Region, the Planning Department has taken some initial but important steps in the field of housing information. A map of all assisted housing projects by program has been prepared and updated annually since 1982 and a "Guide to Housing Resources in the Ottawa-Carleton Region" has recently (Dec 1983) been prepared. In the absence of a central housing referral service referred to in the previous section, such documents should considerably improve the public's as well as professional's, knowledge of what housing resources are available, including addresses and telephone numbers. Nevertheless Council should explore the concept of establishing a centralized housing information service.

4.6.3 Regional Non-Profit Reassessment

Access to larger unit allocations and the realization of economies of scale may be possible by the creation of a Regional Non-Profit Housing Company.

- Over the past few years the issue of establishing a regional non-profit housing corporation has risen from time to time. The issue was first discussed within the context of Paterson Planning Associates housing study done for the Region in 1975. At that time one of the primary reasons for dismissing the idea was the fact that each area municipality had different ideas on how the assisted housing requirements in their municipality should be addressed. In recent years however, almost all municipalities with the exception of Vanier and Kanata have established or are about to establish a municipal

non-profit corporation to deal primarily with the assisted housing needs of their households. This has created a situation, where the region's area municipalities could be bidding against each other for limited allocations of units and likely will result in much duplication of effort as each municipality gears up to manage and develop its own units. Some have indicated that the region might be better served if one body spoke on behalf of the Region, and point to the Region of Peel and the success this regional non-profit housing corporation has had in securing scarce allocations. It is not possible however to verify whether or not a regional body would be any more successful in securing housing allocations to this area.

- Though there are additional reasons why a regional non-profit housing corporation should be established including the declining availability of suitable building sites in the City of Ottawa, and the demonstrated expertise by City of Ottawa staff in developing quality non-profit projects it is recommended that Council defer consideration of establishing such a corporation until the results of the current Federal government's social housing evaluation are known. In this fashion Council will be made aware of any proposed changes to the existing programs and or new programs and will be in a better position to determine whether assisted housing delivery in the Region could be facilitated by a regional involvement.

4.6.4 Limited Dividend Housing

Council should request that CMHC enter into discussions with the owners of limited dividend property in the Region to ensure they remain accessible to low and moderate income households.

- As mentioned in section 2 there are currently 9 limited dividend housing projects in the Region managed by private companies containing approximately 1,420 units. Under this program developers were given a preferred rate of interest on mortgage loans in return for low rental agreements. For projects built before 1968-

mortgage loans were locked into a 40-50 year amortization period. However, projects built after 1968, which include all but one of the Ottawa-Carleton properties, are subject to only a 15 year lock-in provision. This means that after 1983, project owners may pay off their mortgages if they wish or they may continue to take advantage of low rates and remain bound by low rental agreements. If they decide to pay off the existing mortgages, developers would likely refinance at today's interest rates, which would result in significantly higher rents.

. In light of the above situation and the possible loss of irreplaceable low and moderate rental properties, it is recommended that Council request the Minister responsible for CMHC to review the existing limited dividend agreements with landlords with a view to providing additional incentives if necessary to ensure that this supply of low-income housing is not lost.

4.7 Meeting Emergency Housing Requirements

The anticipated continued shortfall in the provision of low-income housing along with displacements as a result of inner city redevelopment and gentrification will result in a continued need to provide emergency housing for various types of households. The provision of this emergency shelter requires a greater degree of co-ordination than currently exists.

. Over the past two years, there has been a significant change in the number and type of households requiring emergency shelter. Numbers have increased as vacancy rates have decreased and opportunities to find low and moderate income rental housing have diminished. In the past, the Regional Social Services Department has relied on hotels and motels to meet emergency family needs, a practice which, as Table 4.8 indicates, has become increasingly expensive as low income housing opportunities diminish. The average duration of stay has climbed from 7 days in 1980 to 20 days per month in 1983. Occupancy rates now average 66%.

Table 4.8

Emergency Motel Costs and Caseload Growth 1980-1983
RMOC Social Services Department

Year	1980	1981	1982	1983
Per Diem Rates ($)	$35	$40	$45	$50
Average Caseload Per Month	2	4	8	30
Average Monthly Utilization (days)	7	14	18	20
Annual Expenditures ($)	$6,000	$27,000	$80,000	$360,000*

*Estimated expenditures

- During 1983 several reports were considered by the Regional Council from the Social and Health Policy Committee recommending that several more permanent options be considered for emergency housing which are more cost effective than motels. Currently several options are being pursued including the use of the City of Ottawa's police station and the old Albion Hotel.

- Though progress is being made in providing emergency housing, Council should recognize that the need for emergency housing is likely to increase during the planning period because of tight vacancy rates for the forseeable future, continued affordability problems for low income singles and the perceived attractiveness of the Region's economy relative to other major urban areas; and that a program should be planned on the basis of comprehensive needs assessment. Included in this review should be an investigation of funding sources for emergency housing which at this time are provided on an ad hoc basis by the Ministry of Community and Social Services, and an assessment and delineation of appropriate responsibilities for the provision of emergency housing between the region's departments.

- Aside from families, Regional Council has, in the past year, dealt with demands for shelter from transients and in particular transient youths. It has been Council's practice to put transient men in hostels such as the Salvation Army and Union Mission and to house transient single women at the YMCA, if space is

available. However, due to the lack of affordable low-income accommodation, exacerbated by the continuing loss of rooming house stock and the "street impression" that Ottawa is the "fat cat" city of Canada, these facilities have not been able to keep up with demand, particularly since late fall of 1983.

. To deal with this overflow, the Regional Social Services Department, with assistance from the Ministry of Community and Social Services, and local volunteer agencies, has established an additional shelter in the basement of St. Bridget Church. In addition, the Regional Social Services Department obtained some abandoned houses in the Dalhousie area from the city on a short term basis and has rented these houses out to a self help group "Homes for the Homeless". Though these initiatives were somewhat successful in meeting emergency housing demands in the winter of 1983, new facilities are now required as St. Brigid's will no longer be available and a more permanent solution must be found.

. Regional action in meeting the emergency housing requirements of these transients should be applauded. However, solutions to date have been short term and ad hoc, dependent on support from the senior levels of government. It is recognized by most social workers that the only real long term sclution to the problem of transient men and women is the provision of affordable rental accommodation, preferably in rooming and boarding houses.

5.0 Reassessing the Regional Role in Housing

The Region's mandate in housing stems from four basic sources: These include:

- the housing objectives and policies contained in the official plan;
- the regional role in housing established by Council in 1978;
- the regulatory powers Council exercises over such matters as official plan approvals, subdivisions and condominiums; and,
- the requirement to provide housing assistance as part of the Region's larger social service mandate.

The above responsibilities have evolved over the past few years in an ad hoc fashion as certain needs have arisen, and are in need reassessment based on the trends, issues and constraints identified in Sections 2-4 of this report. This review is presented below.

5.1 The Regional Official Plan

The Regional Official Plan should be amended during the current official plan review exercise by deleting specific housing policies and substituting the requirement to comprehensively review the housing situation in the region on a regular basis, e.g. every 3-5 years.

- The Regional Official Plan contains a mixture of general housing objectives and specific housing policies. There are four major objectives in the official plan. These are:
  - i) that sufficient number of dwellings be provided;
  - ii) that a variety of dwellings be provided;
  - iii) that housing be provided at a variety of locations; and
  - iv) that housing be provided at a price people can afford.
- In order to secure the objectives listed above the official plan contains policies which would assist in meeting the stated objectives. In some instances the policies are very general, e.g., to provide housing people

can afford, to encourage the provision of subsidized housing. In other instances the policies are very specific and were developed to deal with then (1974) perceived housing issues and constraints. For example, to deal with the objective of providing a variety of housing types, the plan specifically provides for ground-oriented housing by requiring that 55% of all new units in certain areas be ground-oriented, and that 50% of these be single or semi-detached. This policy was subsequently altered by the OMB in 1979, to recognize that market circumstances have shifted and that strict compliance with the mix provision of the official plan could be varied without amendment to the Plan.

- The fact that an OMB order was necessary to deal with the mix issue suggests that short term policies directed at dealing with a housing market problem that is perceived at the time should not be included in an official plan, which is essentially a long term policy document. A more appropriate mechanism would be for the regional official plan to contain general housing objectives, similar to the ones it currently contains and general policies. One of the most important policies should be for Council from time to time to reassess the housing situation in the region by way of completing a regional housing study, which would also assess current regional housing activities and responsibilities. An annual housing review would complement this process, not only by providing Council with regular updating of the housing situation in the Region but also by providing Council with an opportunity to review Council's policies and actions between major housing reviews.

- The current official plan review program presents an opportunity to amend the regional official plan to give effect to the directions suggested above. Council's concurrence with the suggested approach of limiting official plan objectives and policies to more general concerns to be detailed in periodic housing policy statements and reviewed annually in annual housing reviews would be sufficient direction to staff to make the necessary changes and bring forward a modified section on housing at the appropriate time.

5.2 The Roles and Responsibilities Adopted by Council in Oct. 1978

The dual responsibility for housing matters as defined by Council in October 1978, with the region primarily responsible for overall housing research, monitoring the housing activity and co-ordinating the efforts of both the public and private sectors in meeting regional housing requirements, is the most appropriate role for the Region. Council should, however, consider expanded regional responsibilities in specific areas of housing concern as agreed to by Council from time to time.

- In October 1978, Regional Council determined that housing was to be a dual responsibility of the Region and area municipalities. The Region was to assume a co-ordinating role with responsibility for housing research, ordering the preparation of a regional housing statement, assisting area municipalities in implementing housing programs, monitoring the housing activities of the senior levels of government and area municipalities, and establishing housing targets. The area municipalities were to retain responsibility for the delivery of housing programs including the provision of assisted housing. To implement the Region's housing responsibilities the position of Housing Co-ordinator was established in 1981.

- There are several options available to Council regarding an appropriate role in housing. Most of these options would assist in meeting regional housing requirements and include:

  1) assuming total responsibility for all housing matters in the Region including the delivery of assisted housing. To be effective, this approach would also require Regional Council to have some control over area municipal zoning by-laws, regulations, and standards that affect housing and would likely require the establishment of a regional housing department;

  2) maintaining the dual responsibility for housing established by Council in October 1978 but expanding regional responsibilities into specific areas

agreed to by Council e.g. establishing a residential intensification task force to investigate and implement residential intensification strategies such as granny flats, conversions, infill, etc., establishing a centralized housing information centre and/or one or more housing registries, providing emergency housing and delivering regional non-profit housing: these new activities would require additional staff;

3) maintaining the dual responsibilty for housing established by Council in October 1978 with little or no change in responsibilities;

4) no regional responsibility in housing.

- The study has outlined numerous housing trends, issues, and constraints which will require action if regional housing requirements are to be met. In some instances, such as encouraging private developers to build private sector rental housing, there is very little a regional municipality can do. In other instances, such as providing the data to support area municipalities such as was done with the Region's non-profit demand study, a significant role can be played. In assessing the region's housing requirements, it is clear that the most appropriate role for the region is to provide an overall picture of the housing situation in the Region, through studies such as this; and to provide a co-ordinating role between the private and public sector, between housing agencies, and between the various levels of government.

- Possible new areas for regional involvement include: the Region taking a more direct role in the provision of housing through the establishment of a regional non-profit housing corporation or co-ordination of existing corporations, providing a centralized housing information centre and/or establishing one or more housing registries and establishing an inter-governmental task force to investigate and implement resi-

dential intensification strategies. Each of these areas will require Council's approval. Based on this analysis it appears that the retention of a dual responsibility, along with some expanded responsibilities as agreed to by Council, is the most appropriate role for the Region.

5.3 Council's Regulatory Powers

Council should exercise its housing regulatory powers to give effect to the policy and directions outlined in the housing policy statements.

- The Region currently has significant powers to influence housing matters through its delegated regulatory powers, including approving local official plans, plans of subdivisions and condominiums. In the past, the Region has used these powers to exercise some influence over one or more aspects of the housing market. In 1976 for example, the Region adopted condominium conversion policies to prevent the loss of rental stock to ownership, and in 1983 Council petitioned the Ministers of Municipal Affairs and Housing and Consumer and Corporate Affairs for similar powers to regulate the conversion of rental apartments to co-operatives.

- To influence the housing market in such a fashion is an appropriate way for Council to respond to specific situations. To the extent possible, the need to utilize Council's regulatory policies should be clearly set out in housing statements such as these and reassessed in annual housing reviews.

5.4 Social Service Housing Responsibilities

In anticipation that the need for emergency housing will not likely abate in the near future, Council should take the opportunity to comprehensively review emergency housing requirements and the roles and responsibilties of regional involvement in its delivery.

- The Regional Social Services Department is involved in the delivery of two housing programs, the rent supplement program and the emergency housing program. The former program is now a

mandatory element of the Region's social service function and is unlikely to change unless a universal program of "shelter allowances" is adopted.

- Emergency housing, however, because of increased needs, is rapidly growing from a minor service to a more permanent housing program which will provide "short term housing assistance" to families and single persons who cannot find suitable affordable accommodation.

- With the rapid increase in the number of families and single persons needing emergency shelter and more permanent solutions being sought, there is need for a clear delineation of responsibilities between the Regional Social Service Department, the Regional Housing Co-ordinator, and the Property Services Branch. There is also a need for a greater degree of co-ordination (including the management of these units) between departments than was previously necessary. Council should take the opportunity to review this situation and clearly delineate departmental responsibilities.

5.5 Staff Requirements

- Since 1981, the housing responsibility of the Region have been fulfilled by the Regional Housing Co-ordinator with the part-time assistance of summer students and most recently a full-time assistance of a participant in the Region's C.O.E.D. program. As the Regional roles and responsibilities have evolved and become better defined, it has become apparent that the workload is too varied and heavy for one person.

- The Regional Housing Statement further defines the roles and responsibilties of the Regional Housing Co-ordinator as approved by Council in 1978. This refinement includes increased co-ordinating responsibilities, including the establishment of one or more housing registries, increased research, including the investigation and implementation of residential intensification programs such as granny flats, conversions, etc. and increased monitoring and the annual

reporting to Council of housing activities in the Region. In order to fulfill these obligations it will be necessary to increase the Region's housing staff component. Though full staffing requirements are dependent upon decisions rendered by Council on the recommendations contained in this report it is suggested that a minimum staff component would comprise a junior/intermediate housing analyst and a technical clerk to organize and operate the various housing registries using micro computer technology. It is expected that these positions would cost in the neighbourhood of $50,000 to $60,000 annually but that the Regional Personnel Deparment be requested to undertake a classification review to determine the appropriate classification and salary for the position.

5.6 Staff Reporting and Responsibilities

- Under the existing management structure regional housing responsibilities are divided among three departments - Planning, Social Service and the Regional Homes for the Aged and matters of housing policy are normally considered by two standing committees of council - the Planning Committee and the Social and Health Policy Committee. In the past special Ad Hoc Committees or joint committees of Council have been established to deal with specific housing matters such as the Ad Hoc Committee of Council on Public Housing established in 1972 and the joint Planning and Social and Health Policy Committee consideration of this report.

- The housing functions of the different departments flow from the mandates prescribed to each by Council. The Regional Planning Department's housing responsibilities initially flowed from the general housing objectives and policies contained in Regional Official Plan approved in 1976. These were augmented by increased research, monitoring, co-ordinating and liaison roles, when the position of Regional

Housing Co-ordinator was established in 1978. The Social Services Department housing responsibilities include, the adminsitration of rent supplement to GWA recipients, the purchase of service for domiciliary hostels and increasingly the planning co-ordination and provision of emergency housing for homeless families and individuals. The Homes for the Aged have recently become increasingly interested in co-ordinating and sponsoring alternative housing options for senior citizens.

- While the existing management structure and its divided housing mandate may have been adequate in the past, it is becoming increasingly evident that there exists a need to co-ordinate the housing activities of the region in order to better provide more effective service to the public. This will become even more important if Council agrees to establish housing registries for some groups as this report recommends and/or if Council concurs with the need to establish a centralized housing information service. Even if no additional responsibilities are added, it is suggested that an independent review of the existing housing responsibilities of the Region be undertaken with a view to determining if the existing management structure is conducive to effective implementation of these responsibilities and if not, to suggest appropriate changes.

- Similarly, there is a need to review the manner in which housing policy matters are reviewed and reported to Council Under the existing committee framework, plans of subdivisions, condominium, development plans and housing regularity matters and housing needs studies are considered by the Planning Committee while social issues, and special needs and emergency housing issues tend to come

before the Social and Health Policy Committee. As no committee of Council has a comprehensive mandate over housing matters, housing initiatives and policies are often discussed, debated and implemented in ignorance of other regional housing activities. It is therefore recommended that Council review its committee structure vis-à-vis the region's housing responsibilities to determine the most appropriate committee structure for the review of housing related matters.

ANNEX 'A'

OCCUPIED DWELLINGS BY TENURE

1961-1981

OCCUPIED DWELLINGS BY TENURE - 1961, 1966, 1971, 1976, 1981, RMOC

	Owned					Rented					Percent Owned					Percent Rented				
	1961	1966	1971	1976	1981	1961	1966	1971	1976	1981	1961	1966	1971	1976	1981	1961	1966	1971	1976	1981
OTTAWA	34,289	37,094	38,862	43,482	47,560	35,823	44,609	53,945	68,892	74,145	48.9	45.4	41.9	38.7	39.1	51.1	54.6	58.1	61.3	60.9
ROCKCLIFFE PK.	479	517	505	525	510	70	70	69	50	55	87.2	88.1	88.0	91.3	90.3	12.8	11.9	12.0	8.7	9.7
VANIER	1,905	1,961	1,954	2,380	2,400	4,650	4,872	5,065	4,874	5,690	29.1	28.7	27.8	32.4	29.7	70.9	71.3	72.2	66.3	70.3
CUMBERLAND	994	1,193	1,985	2,856	4,035	263	225	315	358	595	82.4	84.1	86.3	88.9	87.1	21.8	15.9	13.7	11.1	12.9
GLOUCESTER	2,829	2,927	6,302	11,170	14,970	1,074	1,965	2,367	4,022	6,500	72.5	59.8	71.8	73.5	69.7	27.5	40.2	28.2	26.5	30.3
GOULBOURN	1,018	1,255	2,215	3,529	2,595	165	212	365	298	345	85.5	85.5	85.9	92.2	88.3	13.9	14.5	14.1	7.8	11.7
KANATA	203	329	1,065	1,715	4,910	35	130	395	429	760	85.3	71.7	72.9	80.0	86.6	14.7	28.3	27.1	20.0	13.4
NEPEAN	4,216	7,510	11,122	14,181	17,370	560	3,435	5,773	7,825	9,300	88.3	68.6	65.8	64.4	65.1	11.7	31.4	34.2	35.6	34.9
OSGOODE	1,200	853	1,130	2,215	2,480	234	270	320	388	350	83.7	83.4	81.9	86.4	87.6	16.3	16.6	16.0	15.6	12.4
RIDEAU	771	853	1,130	2,215	2,455	150	147	215	290	335	83.7	85.1	83.7	88.4	88.0	16.3	14.7	15.9	11.6	12.0
W. CARLETON	1,049	1,072	1,420	2,307	2,780	156	188	225	304	345	87.1	85.1	85.8	87.9	89.0	12.9	14.9	13.6	11.6	11.0
RMOC TOTAL	48,953	56,063	68,225	86,520	102,070	43,180	56,123	69,005	87,785	98,430	53.1	50.0	49.7	49.6	50.9	46.9	50.0	50.3	50.4	49.1

Source: Statistics Canada, Census of Canada 1961, 1966, 1971, 1976, 1981
Cat. nos. 93-523, 95-715, 93-802, 95-921

ANNEX 'B'

REGIONAL HOUSING AFFORDABILITY ANALYSIS

1.0 DESCRIPTION

- The analysis consists of a series of cross-tabulations of 1981 census data. Households were subdivided into several household types (e.g. family, single parent; see definitions below) to identify groups within the population that were experiencing housing problems. These household types were further subdivided into tenants and owners, senior citizen and non-senior citizen, and into three income classes: low, middle, high.

- Each of these subgroups was cross-tabulated with a measure of affordability (percent of income spent on shelter) and measures of housing adequacy (crowding and condition of dwelling).

- The area of analysis was the Regional Municipality of Ottawa-Carleton.

2.0 DEFINITIONS AND LIMITATIONS

2.1 Income Groups

- The upper income limits for the low income group are the Statistics Canada low income cut-offs for areas with populations of 500,000 or more (Table 1). In this analysis they refer to 1980 household income. These low income households would likely require financial assistance to obtain adequate housing.

- The upper income limits for the middle income group are the low income cut-offs multiplied by two. This is the ratio of low to middle family income used in previous Regional affordability analyses. It is assumed that households with income greater than middle income cut-off would not require financial assistance to secure adequate accommodation.

Table 1 Upper Limits of Income Classes		
Household Size	Low	Middle
1	$ 7,152	$14,304
2	9,436	18,872
3	12,622	25,244
4	14,545	29,090
5	16,949	33,898
6	18,511	37,022
7	20,375	40,650

Note: These income classes might more appropriately be called: 1) low; 2) moderately low; 3) middle and high. About 58% of all households have incomes greater than the middle income cut-offs (see Table 9 in this Annex).

2.2 Affordability

. Affordability was determined as a percentage of income that a household spent on shelter costs (defined below). The data showed a fairly large number of households (13,350 or 6.8%) paying more than 100% of their income on shelter. There are several possible explanations for this phenomenon:

  . The 1981 census questionnaire asked people to report their income for 1980 and their rent or mortgage payments for the month prior to the census (i.e May 1981). Thus, people who had low incomes in 1980 but reported high shelter costs in May 1981 could be in this group paying over 100%, even though their income at the time of the census (June 1981) was sufficient to afford the shelter cost. Students are one large group that could account for some of this apparent anomaly.

  . Statistics Canada indicated that some people reported rent and mortgage payments on a yearly rather than a monthly (as was asked on the census) basis. When the rent or mortgage payment was multiplied by 12 (by Statistics Canada) to determine the shelter cost to income ratio, shelter cost would be twelve times its actual cost.

- Some people could be paying some portion of their shelter costs with savings. For example some senior citizens may prefer to use some of their savings to enable them to afford accommodation that they would not be able to afford with only their pensions.

- Unless it is indicated otherwise, households with shelter to income ratios of more than 100% were included with the group paying more than 25% of income for shelter.

2.3 Other Definitions

Crowding - number of persons per room - a dwelling is crowded if there is more than one person per room.

Condition - dwellings were considered inadequate if they were reported as requiring major repairs.

Shelter Cost:

A) owners - includes payments for fuel, electricity, water and other municipal services, monthly mortgage payments and property taxes.

B) tenants - includes payments for fuel, electricity, water and other municipal services and monthly cash rent.

Household Types:

Family households
- One economic family households
- Lone parent families
- Economic families with other persons.

Unattached Individual Households
- One person households
- Households with more than one unattached individual

3.0 Comparison of 1974 Affordability Analysis with 1981 Affordability Analysis

Comparisons are made in the report between the current (1981) affordability analysis and the 1974 affordability analysis. There are two major differences between these two analyses: geographical area, and definition of income groups.

3.1 Geographical Area

The geographical area in the 1981 analysis is the Regional Municipality of Ottawa-Carleton.

The geographical area in the 1974 analysis included the cities of Ottawa, Nepean, Gloucester, Vanier and Rockcliffe Park. It is estimated that this area represented 90% of all households in the RMOC in 1974.

3.2 Income Classes

- The income cutoffs for the current analysis are shown in Table 1 (above).

- The 1974 income cutoffs were as follows:

	Family	Individuals
Low	$8,000	$3,800
Middle	$16,000	$8,500

- The major difference between the 1974 income classes and the 1981 income classes is that the latter took family size into consideration. This would tend to shift small families upward (in income class) from 1974 to 1981; and large families would tend to be shifted downward.

4. Tables

Table 2

All Households by Household Type and Income Class - 1981

	All Economic Families	Lone Parent Families	Other Economic Families	One Family Households	All Unattached Individuals	One Person Households	Two or More Persons	All Households
Total	100% 141,335	100% 15,700	100% 3,680	100% 137,655	100% 56,235	100% 49,640	100% 6,595	100% 197,570
Low	11.2% 15,760	35.8% 5,625	13.3% 490	11.1% 15,270	25.7% 14,480	25.7% 13,425	16.1% 1,060	15.5% 30,240
Middle	26.9% 38,030	31.7% 4,980	31.2% 1,150	26.8% 36,880	27.6% 15,520	27.7% 13,730	27.1% 1,790	27% 53,550
High	61.9% 87,545	32.5% 5,100	55.4% 2,040	62.1% 85,505	46.6% 26,230	45.3% 22,485	56.9% 3,750	58% 113,775

4.1 1974-1981 Affordability Comparison

Table 3

Housing Affordability 1974-1981 All Households

	1974	1981
Households paying 25% or less of Income for shelter	76.8% 108,200	73.6% 145,340
Households paying more than 25% of income for shelter	23.1% 32,310	26.4% 52,230

Table 4

Housing Affordability Low Income Households 1974-1981

	1974	1981
Total Low Income Households	100% 26,930	100% 30,240
Shelter Cost/ Income 25% or Less	26.6% 7,150	26.6% 8,040
Shelter Cost/Income more than 25%	73.4% 19,780	73.4% 22,200

Table 5

Housing Affordability Middle Income Households 1974-1981

	1974	1981
Total Middle Income Households	100% 49,910	100% 53,550
Shelter Cost/ Income 25% or Less	78.5% 39,240	59.2% 31,685
Shelter Cost/Income more than 25%	22.5% 10,670	40.8% 21,865

Table 6

Households Paying More Than 25% of Income for Shelter by Type of Household, 1974

	Total Units Paying in Excess of 25% for Shelter	Family Units				Individuals		
		Total	Extended Families	Non-Senior Single Parent	Senior Citizen	Total	60 Years and Under	Over 60 Years
Low	61.2% 19,780	41.6 13,470	14.7 4,780	17.8 5,770	9.0 2,920	19.5 6,310	11.8 3,830	7.7 2,480
Middle	33.0% 10,670	16.4 5,300	9.6 3,090	2.4 780	4.5 1,440	16.6 5,370	12.9 4,190	3.7 1,180
High	5.8% 1,870	3.8 910	2.2 710	0.3 90	0.3 110	3.0 960	2.7 870	0.3 90
	100% 32,320	61.8 19,680	26.5 8,580	20.5 6,640	13.8 4,470	39.1 12,640	27.4 8,890	11.7 3,750

Table 7

Households Paying More Than 25% of Income for Shelter by Type of Household, 1981

	Total Units Paying in Excess of 25% for Shelter	Families				Individuals		
		Total	Extended Families	Non-Senior Single Parent	Senior Citizen	Total	60 Years and Under	Over 60 Years
Low	42.5% 22,200	23.5 12,265	12.7 6,605	8.3 4,340	2.5 1,320	19.0 9,935	12.7 6,640	6.3 3,295
Middle	41.8% 21,865	24.6 12,835	17.6 9,180	4.0 2,110	3.0 1,545	17.3 9,030	12.6 6,570	4.7 2,460
High	15.6% 8,170	10.8 5,665	9.3 4,885	0.8 420	0.7 360	4.8 2,505	3.9 2,045	0.9 460
	100% 52,235	58.9 30,760	39.6 20,665	13.1 6,865	6.2 3,230	41.1 21,470	29.2 15,250	11.9 6,220

Table 8

Households Paying More Than 25% of Income for Shelter by Income Class, and Tenure 1981

	Total	Tenants	Owner
Low	42.5% 22,210	33.0% 47,220	9.6% 4,990
Middle	100% 21,875	64.5% 17,220	35.5% 3,770
High	15.6% 8,165	3.9% 2,035	11.7% 6,130
Total	100% 52,230	63.9% 33,350	36.1% 18,880

The Effect of Increasing the Rent-to-Income Ratio from 25% to 30%

Table 9

All Households 25% to 30% Shelter Cost-to-Income Ratios - 1981

	Shelter Cost-to-Income More Than 25%	Shelter Cost-to-Income 30% or More
Low Income	22,200 11.2%	20,920 10.6%
Moderate Income	21,865 11.1%	16,635 8.4%
High Income	8,170 4.1%	5,490 2.8%
Total	52,230 26.4%	43,025 21.8%

Note: Percent equals percentage of all households

Table 10

Tenant Households 25% to 30% Rent and Income Ratios - 1981

	Shelter Cost-to-Income More Than 25%	Shelter Cost-to-Income 30% or More
Low Income	17,210 8.7%	16,250 8.2%
Moderate Income	14,095 7.1%	10,530 5.3%
High Income	2,040 1.0%	1,390 0.7%
Total	33,350 16.9%	28,155 14.3%

Note: Percent equals percentage of all households

Table 11

Owner Households 25% and 30% Shelter Cost-to-Income Ratios - 1981

	Shelter Cost-to-Income More Than 25%	Shelter Cost-to-Income 30% or More
Low Income	4,990 2.5%	4,670 2.4%
Moderate Income	7,770 3.9%	6,105 3.1%
High Income	6,130 3.1%	4,100 2.1%
Total	18,880 9.6%	14,870 7.5%

Note: Percent equals percentage of all Households

Table 12

Tenant Households by Household Type and Income Class

	All Economic Family Households	Non-Senior One Economic Family Households	Other Non-Senior Economic Family Households	Non-Senior Lone Parent Economic Family Households	Senior Economic Family Households	All Unattached Individual Households	Non-Senior One Person Households	Non-Senior Two or More Persons Households	All Senior Unattached Individual Households	All Tenant Households
Low	11,150 11.4%	5,105 5.3%	165 -	4,515 4.6%	1,195 1.2%	12,620 13.0%	5,855 6.0%	940 1.0%	5,825 6.0%	23,770 24.5%
Moderate	17,595 18.1%	11,585 11.9%	385 -	2,960 3.0%	2,485 2.6%	13,155 13.6%	8,220 8.5%	1,505 1.5%	3,430 3.5%	30,750 31.6%
High	23,105 23.8%	17,635 18.1%	475 -	1,620 1.7%	3,195 3.3%	19,580 20.1%	14,165 14.6%	2,615 2.7%	2,800 2.9%	42,685 43.9%
Total	51,850 53.3%	34,325 35.3%	1,025 1.1%	9,100 9.4%	6,870 7.1%	45,355 46.7%	28,245 29.1%	5,070 5.2%	12,050 12.4%	97,205 100%

Table 13

Tenant Households by Household Type and Income Class
Rent-to-Income 30% or More

	All Family Households	Non-Senior One Family Households	Other Non-Senior Family Households	Non-Senior Lone Parent Family Households	Senior Family Households	All Unattached Individual Households	Non-Senior One Person Households	Non-Senior Two or More Persons Households	All Senior Unattached Individual Households	Total
Low	8,055 28.6%	3,740 13.3%	95 0.3%	3,440 12.2%	655 2.3%	8,195 29.1%	5,285 18.8%	840 3.0%	2,070 7.3%	16,250 57.7%
Moderate	4,165 14.8%	2,315 8.2%	45 0.2%	1,000 3.6%	770 2.7%	6,370 22.6%	3,945 14.0%	655 2.3%	1,765 6.3%	10,535 37.4%
High	505 1.8%	355 1.3%	0 0.0%	50 0.2%	90 0.3%	875 3.1%	550 2.0%	75 0.3%	250 0.9%	1,380 4.9%
Total	12,775 45.2%	6,415 22.8%	160 0.6%	4,500 16.0%	1,505 5.3%	15,445 54.8%	9,790 34.8%	1,585 5.6%	4,090 14.5%	28,165 100%

Table 14

Tenant Unattached Individuals

		Age of Household Maintainer						Male	Female	Total
		15-24	25-34	35-44	45-54	55-64	65+			
Low Income	Total	2,965	1,825	640	705	1,425	5,090	3,605	9,045	12,650
	Rent=30%+	2,865	1,665	550	525	840	1,690	2,775	5,350	8,130
										58.0%
Moderate Income	Total	3,495	3,830	815	880	1,260	2,890	4,565	8,605	13,170
	Rent=30%+	1,465	1,355	300	355	510	1,355	1,710	3,635	5,345
										38.1%
High Income	Total	2,000	8,455	3,025	2,020	2,045	2,075	9,600	10,025	19,620
	Rent=30%+	35	205	60	50	65	130	225	325	550
										3.9%
Male	Total	3,405	7,375	2,465	1,570	1,405	1,545	-	-	17,770
	Rent=30%+	1,665	1,625	430	290	265	435	-	-	4,710
										33.6%
Female	Total	5,055	6,730	2,015	2,040	3,320	8,515	-	-	27,675
	Rent=30%+	2,700	1,605	480	640	1,145	2,745	-	-	9,310
										66.4%
Total	Total	8,460	14,110	4,485	3,615	4,725	10,055	-	-	45,440
	Rent=30%+	4,365	3,230	910	930	1,410	3,175	-	-	14,020
		31.1%	23.0%	6.5%	6.6%	10.0%	22.6%			100%

Note: Percent equals percentage of tenant unattached individuals paying 30%+

Table 15

Tenant Lone Parent (Census Families) Households

		Age of Household Maintainer						Male	Female	Total
		15-24	25-34	35-44	45-54	55-64	65+			
Low Income	Total	645	1,640	1,095	650	230	125	285	4,090	4,380
	Rent=30%+	545	1,275	735	430	155	50	180	3,015	3,195
										80.4%
Moderate Income	Total	90	975	905	600	210	135	345	2,575	2,915
	Rent=30%+	35	280	220	105	55	45	80	660	735
										18.5%
High Income	Total	15	290	460	475	315	245	550	1,250	1,800
	Rent=30%+	-	-	10	30	5	-	15	30	45
										0.1%
Male	Total	30	255	355	275	155	105			1,180
	Rent=30%+	15	70	75	50	25	30			270
										6.8%
Female	Total	710	2,655	2,100	1,450	605	400			7,915
	Rent=30%+	570	1,475	890	520	190	65			3,705
										93.2%
Total	Total	740	2,905	2,460	1,725	760	500			9,095
	Rent=30%+	580	1,550	960	570	220	95			3,975
		14.6%	39.0%	23.2%	14.3%	5.5%	2.4%			100%

Note: Percent equals percentage of all tenant lone-parent households paying 30%+

Table 16

Intercity Comparison of Affordabilty - 1981

Census Metropolitan Area	Total Households	Tenants[1] Paying More Than 25%	Owners[1] Paying More Than 25%
Ottawa	200,465	29.4%	16.6%
Hamilton	190,250	32.2%	18.3%
Toronto	1,040,340	31.2%	22.1%
Winnipeg	217,230	36.4%	16.6%
Calgary	210,820	46.4%	30.0%
Vancouver	476,755	40.7%	24.2%
Quebec	195,460	27.0%	20.0%

[1]One-family households without additional persons only.
Source: Statistics Canada, 1981 Census Cat. 93-918-922

ANNEX 'C'

CONVERSION ACTIVITY IN OTTAWA

1976-1983

Conversion Activity in Ottawa 1976-Sept 1983 (inclusive)

	1976		1977		1978		1979		1980		1981		1982		Sept.1983 (incl)		Total		Net Gain or Loss
	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	
Centre Town	+1		+39	-1	+4	-5	+5	-2	+12		+2	-3	+12	-3	+6	-13	+81	-27	+54
Lower Town	+2						+6	-1					+5	-3	+2	-3	+15	-7	+8
Sandy Hill			+1		+3			-1	+3	-2	+11	-1	+4	-6	+27	-1	+49	-11	+38
The Glebe		-2	+1		+2		+3			-1	+1	-3	+1	-11	+5	-8	+13	-35	-12
Ottawa South					+1	-2	+1					+1	-	-	-	-3	+2	-6	-4
Westboro		-1		-1	+4	-2			+3		+6	-13	-	-	+6	-3	+19	-20	-1
Other	+1		+3	-3	+4	-2	+2	-4			+4	-10	+24	-9	+11	-9	+49	-37	+12
City of Ottawa Total	+4	-3	+44	-5	+18	-11	+17	-8	+18	-3	+24	-31	+46	-32	+57	-40	+228	-133	+95
Net Loss or Gain	+1		+39		+7		+9		+15		-7		+14		+17		+95		

Conversion Activity in Ottawa 1976-Sept. 1983 (inclusive)								
	Centre Town	Lower Town	Sandy Hill	The Glebe	Ottawa South	Westboro	Other	City Total
Single to Duplex	+13	+1	+3	+10	+2	+5	+16	+50
Single to Apt	-	-	+2	-	-	+4	-	+6
Residential to Commercial	-	-	-1	-	-	-2	-4	-7
Duplex to Single	-7	-4	-5	-10	-3	-6	-18	-53
Duplex to Apt	+3	+2	+3	+2	-	+2	+8	+20
Apt to Single	-10	-	-5	-10	-2	-	-10	-37
Apt. Added to Apt Bldg	+42	+6	+20	+1	-	+2	+6	+77
Apt Loss in Apt Bldg	-10	-3	-	-5	-1	-12	-4	-35
Commercial to Residential	+3	+5	+1	-	-	+6	+10	+25
Rooming House to Apt	-	-	+17	-	-	-	+5	+22
Row Units Added to Row	+12	+1	+1	-	-	-	-	+14
Other Gains	8-	+2	-	-	-	-	+4	+14
Other Losses	-	-	-	-	-	-	-1	-1
Total	+54	+8	+38	-12	-4	-1	+12	+95

Source: City of Ottawa

Note: These conversion figures should be viewed with caution because of limitations in the manner in which dwelling units are tabulated in some types of conversions.

ANNEX 'D'

INCOME DATA - DEFINITIONS AND LIMITATIONS

1. INCOME DISTRIBUTION BY SIZE IN CANADA, STATISTICS CANADA, CAT. 13-207

- Family Income is total gross economic family income. Economic families are people who live together and are related by blood or marriage.

- This publication is produced annually, however, data for geographical areas smaller than Provinces are produced only every second year. Data for unattached individuals are not produced at the sub-Provincial level. These data are estimated from relatively small samples and thus may be affected by statistical errors. These data are the only intercensal income data available for the Region which give an indication of income available to "spending units" (i.e economic families). Family households comprise about 70% of Ottawa-Carleton households.

2. EMPLOYMENT, EARNINGS AND HOURS, STATISTICS CANADA, CAT. 72-002

- This "index" shows the change in weekly gross earnings of employees in firms of 20 or more persons on an annual basis. The numbers do not represent dollar values. Included are full-time, part-time, casual and temporary employees, as well as working owners, directors and partners. Excluded are owners or partners of unincorporated businesses and professional practices, the self-employed, unpaid family workers, pensioners, home workers, members of elected or appointed bodies, military personnel, and persons providing services to an establishment on a contract basis.

3. INCOME REPORTED ON INCOME TAXES, STATISTICS CANADA, ADMINISTRATIVE DATA DEVELOPMENT DIVISION (UNPUBLISHED)

- Employment income is the sum of all income associated with employment. It includes wages and salaries, tips, net professional income, net business income, net fishing income, net farming income.

- Total income is all income reported by taxfilers. It includes employment income, pension income, family allowance, unemployment insurance, rental income, dividend and interest income and all other reported income.

- Not all income is taxable and therefore will not appear on tax returns. Excluded are social assistance payments, child tax credits, Guaranteed Income Supplement, lottery winnings, spouse's allowance, veteran disability and dependent pensioners payments, war veterans' allowances and worker's compensation payments. The above are in addition to taxable income which is not disclosed by Canadians on their tax forms (you know who you are).

Number/
Numéro

2

REGIONAL HOUSING STATEMENT UPDATE

ANNEX E

"The Public Participation Process and Planning Department Response to Briefs Submitted on the Draft Regional Housing Statement Update"

The Regional Municipality of Ottawa-Carleton July, 1984

TABLE OF CONTENTS

BACKGROUND 2

THE PUBLIC PARTICIPATION PROCESS 3

RESPONSES TO BRIEFS (page numbers of briefs)

Municipalities

City of Ottawa 3 (29)

City of Kanata 6 (40)

City of Nepean 7 (43)

City of Vanier 8 (47)

Township of Cumberland 8 (50)

City of Gloucester 8 (53)

Agencies, Industry

Social Planning Council of Ottawa-Carleton 9 (56)

Royal Ottawa Rehabilitation Centre 10 (62)

Rehabilitation Institute of Ottawa-Carleton 10 (64)

Ottawa YM-YWCA 10 (67)

Centretown Citizens (Ottawa) Corporation 10 (71)

Daly Co-operative Inc. 10 (73)

Ottawa-Carleton Regional Housing Authority 10 (86)

Daybreak Non-Profit Shelter (Ecumenical) Corp. ... 11 (88)

Federation of Ottawa-Carleton Tenants Associations 12 (90)

HUDAC Ottawa 12 (91)

Real Estate Board of Ottawa-Carleton 13 (95)

Canadian Mental Health Association 16 (106)

Ottawa-Carleton Regional District Health Council 16 (122)

Ministry of Municipal Affairs and Housing, Regional Housing Programs Office 18 (129)

Ministry of Municipal Affairs and Housing, Housing Field Operations Branch 18 (131)

Ottawa-Carleton Regional Planning Department, Plans Administration Division 18 (132)

Ottawa-Carleton Regional Social Services Department 19 (135)

Louise White 19 (140)

Response to the Elizabeth Fry Society's Report "Housing in Ottawa-Carleton: A Womens Issue" 20 (144)

Background

The Draft Regional Housing Statement was tabled with the joint Planning and Social and Health Policy Committees on 26 January, 1984. The joint committee approved the recommendation that the report be forwarded to the area municipalities; identified housing agencies and housing resource groups in both the public and private sector and the public at large who request a copy of the report as a result of local newspaper advertisements and media reports. Initially the public participation process was designed to close by 21 March but was extended upon formal request to mid May 1984.

The Planning Department received 23 written briefs which represent a fairly broad representation of all housing interest sectors. The 23 briefs comprise:

5 from area municipalities

- City of Ottawa
- City of Kanata
- City of Nepean
- City of Gloucester
- City of Vanier

6 from Ottawa-Carleton social agencies

- Social Planning Council of Ottawa-Carleton
- Royal Ottawa Rehabilitation Centre
- Ottawa-Carleton District Health Council
- Rehabilitation Institute of Ottawa
- Canadian Mental Health Association, Ottawa-Carleton Branch
- Ottawa YM-YMCA

4 from Non-Profit Housing Providers

- Centretown Citizens (Ottawa) Corporation
- Daly Co-operative Inc.
- Ottawa-Carleton Regional Housing Authority
- Daybreak Non-Profit Shelter (Ecumenical Corp)

4 from Government Agencies

- RMOC Social Service Dept.
- RMOC Plans Administration Division
- MMAH Regional Housing Program Office
- MMAH Housing Field Operations Branch

2 from Industry

- H.U.D.A.C. Ottawa (now called Ottawa-Carleton Home Builders Association)
- Real Estate Board of Ottawa-Carleton

1 from Community Associations

- Federation of Ottawa-Carleton Tenants Assoc.

1 from individuals

- Louise White

The briefs are appended in their entirety. It should be noted that the briefs express concerns with the Draft report which has been modified substantially in light of the questions raised and suggestions received.

The purpose of this report is to present planning staffs' comments on the briefs received.

In addition to the briefs indicated above, the Elizabeth Fry Society tabled a report entitled "Housing in Ottawa-Carleton - A Women's Issue" along with a series of recommendations from the "Housing for Women" subcommittee of the Social Planning Council's Housing Committee, at a Social and Health Policy Committee on 4 February, 1984. As the public participation process had just started on the Draft Regional Housing Statement it was decided to treat this report as a form of brief into the region's study. Accordingly, staff's comments on the study and recommendations are contained herein.

The Public Participation Process

The public participation process comprised the following:

- the direct mailing of some 90 Draft Regional Housing Statement Updates to the area municipalities, various housing agencies and community groups, shortly after the joint committee approved of the distribution of the report;
- the mailing out of 80 reports as a result of newspaper ads which appeared once a week for two consecutive weeks in the Ottawa Citizen, the Ottawa Herald and Le Droit.
- speaking engagements including luncheon addresses to the Ottawa Board of Trade and a presentation to some of the 90 member agencies of the Social Planning Council, all of whom were mailed a copy of the Regional Housing Statement Update.

As a result of this process, the RMOC Planning Department had received 23 briefs by mid-May. It is significant to note that this level of input is consistent with the level of public input achieved in 1976 when the first Regional Housing Study which was prepared by consultants was circulated for public input. At that time, as a result of extensive advertising, open houses, follow-up letters and notes to community groups, 21 written responses were received, comprising 5 from area municipalities, 6 from provincial and federal agencies, 7 from community groups and 3 from others.

The following pages present a point by point discussion of the comments received on the Draft Regional Housing Statement Update. These comments are cross-referenced to numbers which appear in the margins of the appended briefs, and relate to the recommendations that were contained in the DRAFT Regional Housing Statement which was circulated for discussion. This is followed by a discussion of the Elizabeth Fry's report and consideration of the accompanying recommendations.

City of Ottawa

1. "Increased role for region in housing recommended"

COMMENT

There is a fundamental misunderstanding by City staff of the gist of the recommendations contained in the Draft Regional Housing Statement Update. These recommendations do not propose an increased role for the Region in housing but a refinement of roles and responsibilities from the vague and preliminary directions established by Regional Council in 1978. The specific examples of increased responsibilities identified by City staff are discussed below.

2. Increased roled for the Region ---- establishing a task force on strengthening the rental market

COMMENT

The report does not recommend that the Region establish a task force on strengthening the rental market. The report recommends that the Region petition the Federal and Provincial Governments to establish an inter-governmental task force similar to the one established in the mid 1970's which investigated the supply and price of serviced residential lands.

3. Increased role for the Region ---- direct involvement in the private sector residential market

COMMENT

The emphasis of this recommendation is on the need to monitor the supply of residential serviced lots should bottlenecks develop and to examine methods of resolving the problems as they arise. This is consistent with the region's current mandate "to monitor the housing market".

4. Increased role for the Region ---- Regional Non-Profit Corporation

COMMENT

The report does not recommend that the establishment of a regional non-profit housing corporation be considered under current circumstances. Only if changes in the Federal housing programs occur which would make a regional approach more appropriate should the idea be re-examined.

5. Statement does not provide housing targets by area municipality in accordance with 1978 Regional Council directive

COMMENT

The Draft Regional Housing Statement does not include housing targets by municipality as it takes a "regional approach" to the issue of housing requirements. This approach was dictated by two factors. Firstly, a conscious decision was taken at the outset of the study to seek provincial MHS funds to undertake a regional study which would not preclude each area municipality from also obtaining provincial funding assistance in order to undertake housing policy analysis. Secondly, since Council adopted its housing roles and responsibilities in 1978, all municipalities with the exception of the City of Ottawa, have completed Municipal Housing Statements which include housing targets for both market and assisted housing. The City of Ottawa is currently completing a housing review also. In light of these factors a "regional picture" rather than "area municipal picture" was preferred. It may be necessary to amend Council's policy in this regard.

6. Lobbying the federal Minister of Finance would be more effective through AMO and FCM

COMMENT

Agreed. But this approach does not preclude Regional Council taking independent action.

7. Housing targets more reliable if developed in consultation with area municipalities

COMMENT

Agreed. This is the approach suggested by the recommendation, within, however, overall Regional requirements.

8. COMMENT

See items 2 and 6 above.

9. Residential intensification occurs in inner city neighbourhoods therefore inter-municipal task force is unnecessary

COMMENT

We believe there is also a large supply of underutilized housing in the suburban neighbourhoods which could be used more effectively. Granny Flats, homesharing, and easing zoning restrictions for conversions are just some of the measures that might be explored in suburban and rural areas as well as inner city areas. It is noted that Council in the City of Ottawa supported the Regional Planning staff's views on this matter.

10. Review of lot supply should include all lots

COMMENT

The recommendation is for an immediate review of the supply of registered single detached lots as this was presented as a potential problem area. As a result of the release of additional lot supply information as well as the continued registration of lots which were previously pending or draft approved, this recommendation is no longer appropriate.

11. Specific recommendations on expanding housing subsidies would provide a better outline of the Region's position

COMMENT

Agreed. Revisions incorporated in the final report.

12. Exploration of new financial mechanisms should be undertaken in consultation with area municipalities

COMMENT

Agreed. Revisions incorporated in the final report.

13. What type of social housing changes would make a regional role appropriate?

COMMENT

The future of section 56.1 housing programs is not known at this time. Instead of speculating on the many program changes that might occur, this recommendation simply states that if changes arise that would make a regional approach to housing more appropriate vis-à-vis achieving certain economies of scale and/or making use of existing expertise, that this be explored at that time. It is agreed that any action, which ultimately would require Council approval, would require extensive consultation with not only the City of Ottawa but with all affected area municipalities.

14. Common "needs rating system" not important function for the Region

COMMENT

Recommendation 14 suggests the "Region in co-operation with the various housing agencies in the Region explore ways to co-ordinating existing waiting lists for all rent-geared-to-income housing including the establishment of a "need rating system ---- acceptable to affected agencies; for those who apply for housing assistance". This recommendation does not suggest that the Region implement such a "needs rating system" but that it use its good offices to attempt to bring the various agencies together to see if such a system is possible. It is noted that since the time of the writing of this report the City of Ottawa and the MMAH have agreed to establish a common waiting list for rent-geared-to-income housing and an intergovernmental committee with both AMO and OHC representation is currently exploring the establishment of a mutually acceptable needs rating system. As over 90% of R-G-I housing in the Region is currently provided through the City of Ottawa or the OCRHA this recommendation may no longer be appropriate.

15. Need for Disabled Housing Registry to be established

COMMENT

Agreed. RMOC should take lead in establishment of Accessible Housing Registry.

16. Housing Statement does not clearly identify Council's wishes regarding official plan housing policies

COMMENT

Agreed. To be elaborated on in final report.

17. Essential that area municipalities establish and periodically update own housing policy statements

COMMENT

Agreed. The approach taken by the Region in doing a region wide study as opposed to individual area municipal studies supports this recommendation. It was never intended that periodic reviews of Regional housing policy would preclude area municipalities from doing the same.

18. More Analysis of special housing needs required

COMMENT

Agreed. The final report contains an improved section on special housing needs, including additional recommendations on housing for the elderly, the handicapped, group homes etc.

City of Kanata

No comments.

City of Nepean

19. Shortage of residential lands in Nepean

COMMENT

The City of Nepean has indicated that it might face a shortage of residential lands as soon as 1987 if new lands (eg. the South Urban Community) are not brought on stream. While there is no doubt that the supply of serviced residential lands is diminishing and this coupled with the monopolistic nature of residential land holdings in the west urban community might serve to escalate house and lot prices, a decision on the South Urban Community should be made within the context of the current Regional Official Plan review.

20. Precluding condominium registration in subsidized buildings should be done by senior levels of government

COMMENT

Agreed. Regional Council action should be limited to requiring landlords of subsidized rental buildings to notify prospective tenants that they are renting units in a building which ultimately could be sold as a condominium. This policy is now being implemented by the Region's Plans Administration Division.

21. Older inner neighbourhoods are most suitable for the creation of additional rental units

COMMENT

The Regional Planning Department does not agree. (see comment no. 9.)

22. Shortage of Land in Nepean

See comment no. 19.

23. Primary Responsibility for funding housing programs should remain with senior levels of government

COMMENT

Agreed. However from time to time it may be necessary to undertake municipal initiatives supported by municipal dollars in order to meet the housing requirements of groups not currently being served by senior government programs, or to develop pilot programs which could contribute to senior government participation down the road. The City of Ottawa's rooming house initiative is one example of this latter type structure which may result in a federally sponsored program for low-income singles.

24. Concern over reintroduction of 100% R-G-I projects and the introduction of shelter allowances to address needs of low and moderate income households

COMMENT

This recommendation was developed to meet some of the concerns with the existing section 56.1 non-profit housing programs. The promotion of 100% R-G-I housing to be built on a small scale and the introduction of a limited shelter allowance program are just two initiatives that CMHC should review. Ideally, a package of housing programs should be available for

municipalities as each municipality's housing requirements are different. This package should include the above mentioned initiatives as well as an improved mixed income supply program like the current 56.1 program, a private rent supplement program and the development of a supply program for low-income singles.

While it is also agreed that 100% r-g-i programs are responsible for much of the resistance by the public to assisted housing it is felt that the delivery of small scale parcels developed by local non-profit companies (and not through OHC in Toronto) with more appropriate scale and design would likely not meet the resistance that the old public housing program did. While it is agreed that shelter allowances do not result in an increased number of units, particularly in a tight housing market, it is recognized that they can expeditiously deal with affordability problems particularly for insitu tenants who might otherwise have to be uprooted because of excessive shelter costs. It is acknowledged however that shelter allowances should only be viewed as one component of a package of programs because of their limited effects on the adequacy of housing and supply and their likely impact in tight housing markets.

25. Concern over reconsidering establishment of regional non-profit corporation

COMMENT

See comments no. 4 and 13.

26. Nepean Council Addendum - Province of Ontario consider establishment of shelter allowance through tax sysem in order to assist those in lower incomes

COMMENT

Agreed. A limited shelter allowance program could assist but only as part of a package of programs (see comment 23). The issue of the taxation system as a vehicle for the program is questionable however, as tenants would likely have to struggle through to tax time when they could obtain their tax credits. A system of monthly payments as an income supplement would likely have a more beneficial effect and could be implemented with other income support payments.

City of Vanier

27. Reservation over the establishment of a non-profit housing corporation if such a body would parallel the efforts and organizations already established at the local level

COMMENT

Agreed. See comments 4 and 13.

Twp of Cumberland

No comments.

City of Gloucester

No comments.

Social Planning Council of Ottawa-Carleton

28. To much emphasis put on effect of rent review

COMMENT

Agreed. Intent of the conclusion was to point out varying reasons for the Region's tight rental market. This conclusion will be re-drafted.

29. a) Incomes of lower-income households tend to increase more slowly than the average.

b) Median rather than average incomes on a year-to-year comparison would more clearly indicate the effects of shelter costs

COMMENT

a) Available evidence does not support this contention. For example, a recent Statistics Canada publication entitled "Charting Canadian Incomes 1951-1981, found that the share of each income quintile (eg. the population divided into five equal groups including families and unattached individuals from lowest to highest income) was the same in 1981 as in 1951 when income (including social benefits payments) is considered. The lowest income group, for example, had 4% of income in both 1951 and 1981.

b) The use of median incomes and year-by-year comparisons would not alter this finding.

30. Figures should be specified separately for men and women

COMMENT

Some specification of gender particularly as it relates to the housing affordability analysis is included in the final report.

31. Housing requirements may vary depending on income and shelter costs

COMMENT

The projected housing requirements are based on projected population growth and actual 1981 propensities to form households. Propensities are of course determined by complex socio-economic variables which are very difficult to predict. We feel the housing demand forecasts are reasonable estimates based on current experienced propensities.

32. Conclusion unclear

COMMENT

Agreed. Social Planning Council's interpretation is correct and is incorporated in the final report.

33. Conclusion may not be correct on a number of counts

COMMENT

i) Agreed - Conclusion should be qualified.
ii) Agreed
iii) Agreed

34. The design of current housing programs should be improved

COMMENT

Agreed. This was contemplated but not adequately reflected in the conclusion. This conclusion will be rewritten.

35. Region must adopt a more active role

Agreed. Regional Housing Statement suggests a more active role for the Region in housing particularly in emergency housing and in co-ordination of housing activities. In the past the Region has actively supported the establishment of non-profit groups throughout the Region and has, where staff resources permitted, provided direct assistance, eg. Daybreak Non-Profit Ecumenical Corporation. Additional responsibilities would require additional staff, which is an issue discussed in the final housing report.

36. Region shares Federal and Provincial responsibility for re-establishing a viable rental market

COMMENT

Regional government has very little ability to influence the performance of the rental market, other than to control the loss of existing rental units which it is currently doing, and to encourage municipal policies which might facilitate conversions and home sharing schemes, which the final housing report recommends. The senior levels of government must therefore accept the major responsibility for ensuring a viable rental market.

37. Funding for RGI units should be increased without stipulating a number of units to be provided

COMMENT

Agreed.

38. Recommendation #12 regarding existing social housing program should be reworded

COMMENT

Agreed. Recommendation #12 to be reworded as per Social Planning Council's recommendation.

39. Acceptance of universal needs rating system should not be required if it deters the development of a co-ordinating list

COMMENT

Agreed. In fact, since the tabling of this draft report in January, the waiting lists of the Region's two largest housing agencies (eg. OCRHA and City Living) have been co-ordinated (for RGI applicants) and an intergovernmental task force chaired by the Chairman of OHC and the Chairman of AMO's Housing Committee has been established to review the existing OHC point rating system. It is expected that significant changes to this system may result.

Royal Ottawa Rehabilitation Centre
Rehabilitation Institutes of Ottawa-Carleton
Ottawa YM-YWCA
Centretown Citizens (Ottawa) Corporation
Daly Co-operative Inc.
Ottawa-Carleton Housing Authority

40. The above agencies support the need to establish a central registry for accessible housing units and individuals or households requiring accessible units

COMMENT

In the section on Special Needs housing the draft regional housing statement update recommends the establishment of a special housing needs registry to match individuals and households requiring accessible units with available units. This recommendation was inadvertantly omitted from the recommendations contained in the Executive Summary. The final version of the Regional Housing Statement Update includes a recommendation that Regional Council assume responsibility for the establishment of a special needs housing registry and that staff report back on the operational and financial implications of this proposal.

Daybreak Non-Profit Shelter (Ecumenical) Corp.

41. Need to address the housing problems of those with special needs

COMMENT

We agree that a thorough examination of the housing problems of those with special needs is lacking in the draft Regional Housing Statement Update. A more comprehensive preliminary look at special needs housing is provided in the final Regional Housing Statement. However, the housing requirements of special needs groups are so complex that a detailed analysis of them really is beyond the scope of the Regional Housing Statement. A separate study should be undertaken in this regard.

42. Need to review OMB referrals from Committee of Adjustment revisions

COMMENT

It is agreed that in some instances an appeal of a Committee of Adjustment or for that matter Council decision might be lodged on somewhat frivolous grounds in order to delay a a social housing project. In private sector developments an OMB appeal can be accommodated within the normal development process. However such latitude may not be available with CMHC supported projects as allocations have to be used within a given time frame. While the Regional Planning Department sympathize with Daybreak's concern in this regard it is noted that the OMB appeal process is part of the larger "check and balance" process prescribed in the Planning Act of Ontario, a review of which is beyond the scope of this study. Rather than change the appeal system, it is suggested that Daybreak's concerns might be resolved through changes in the OMB procedures which would direct the OMB to bring forward for early hearing (say within two months of an appeal being lodged) any development application which is dependent upon senior level of government funding which could be lost if a final decision by the OMB was not forthcoming.

43. Need for the Region to provide moral persuasion to encourage Provincial Government to take greater responsibility for ex-psychiatric patients

COMMENT

Agreed. The Regional Government has on numerous occasions and most recently in the report on "Housing Marginally Functional Adults" in 1982 petitioned the Provincial government to provide more assistance both in terms of housing and support services for ex-psychiatric patients. Some of these recommendations are reiterated in the final version of the Regional Housing Statement Update.

Federation Of Ottawa-Carleton Tenants Associations

No comments.

HUDAC Ottawa (now called Ottawa-Carleton Homebuilders Association)

44. Money spent on housing programs has been somewhat wasted

COMMENT

The Regional Planning Department does not support this statement without qualification. While some rental housing initiatives of both levels of government such as rental incentive programs like ORCLP, CRISP and ARP may have been less than successful and somewhat inefficient, the direct social housing supply programs have created a stock of affordable rental housing which will provide accommodation for many years. Had it not been for these programs, the current situation would be much worse for low-income families and senior citizens.

45. Current housing programs should be phased out and replaced with a shelter allowance program

COMMENT

The Regional Planning Department does not support a major change in thrust in housing policy at this time. It is the department's view that current programs should continue but in a modified form which more directly delivers benefits to those in need. A variety of housing programs is needed to meet a variety of housing needs, including a small scale 100% r-g-i direct supply program and a housing program for low-income singles. Shelter allowances may be useful as one housing program particularly if designed to address the affordability problems of insitu tenants, but should not be considered the only solution in those areas with very tight housing markets.

46. 30%-35% is a more appropriate shelter cost to income ratio

COMMENT

The final report presents shelter costs on the basis of 30% as well as 25%. The major difference this makes is in reducing the number of high and moderate income households experiencing affordability problems. There is no significant change for low income tenants.

47. Municipalities must make a commitment toward solving some of the housing problems by looking at zoning by-laws ... (with a view to making better use of the existing housing stock)

COMMENT

Agreed. The Planning Department supports this review and in fact recommends that an inter-municipal task force be established to review intensification efforts throughout the Region.

48. Do not agree with the suggestion that an adequate supply of land is available to meet the foreseeable housing needs of the Region

COMMENT

The Regional Planning Department stands by its statement that there is more than sufficient land currently designated, serviced, or planned to be serviced to meet the housing requirements within the time frame of the Regional Housing Statement, eg. until 1988. This is more than amply demonstrated in Tables 4.4 and 4.5 which review existing land supply and residential land consumption. The issue of land requirements beyond the time horizon of the Regional Housing Statement Update is a matter for consideration for the current Official Plan Review.

Real Estate Board of Ottawa-Carleton

Findings

49. a) Comparison of "ownership costs" and "rental costs" on a dollar basis not legitimate
    b) 1981 basis for comparison impractical

    a) Agreed. However the comparisons refer to the ratio of growth in the sectors. Unfortunately it is very difficult to separate the various factor of ownership costs. As a limiting factor on entering the ownership market a pure dollar comparison is legitimate.

    b) see comment below.

50. a) The basis for affordability should be 30% or more rather than 25%
    b) "1981" was not norm therefore unrepresentative

    COMMENT

    a) Affordability data on the basis of 30% is presented in the final report (see comment no. 46)

    b) Insofar as there is such a thing as a "norm" with respect to fiscal years, 1981 was probably not it. Unfortunately, much of the socio-economic data needed for this type of analysis is only available from the census, the most recent of which occurred in 1981. To replicate this information for other years through the use of survey would be prohibitively exprensive.

    It is important to note however that since very high interest rates did not occur until the latter part of 1981 and the housing questions on the census referred to 1980 income and 1980 "shelter costs" we feel that the results do not necessarily reflect the situation that existed at the end of 1981.

51. Analysis of the rental component of the housing market is misleading

COMMENT

a) The middle income households referred to in the report should be referred to as "moderate income" as noted in Annex 'B', (i.e. they have below average incomes). Some households within this group are undoubtedly spending more than 30% of their income on shelter, others are not. To determine those who are paying in excess of 30% on a voluntary basis would require a much more extensive (costly) survey. These income groups were used to provide some level of comparison with affordability studies conducted previously by the Regional Planning Department.

b) The planning Department does not agree with this statement. The largest group of tenants in the RMOC experiencing +30% shelter costs are low income tenants who are spread throughout the Region.

52. Do not agree that there will be a shortage of Lots in 1984

COMMENT

Agreed. See comment No. 10.

53. Belief that concentration of land ownership is cyclical

COMMENT

Concentration of land ownership may be cyclical. However, when we are dealing with a limited resource such as designated and serviceable residential lands certain high levels of concentration of ownership can act as an impediment to entry of new firms into the market to create the competition referred to in the Board's submission. Using the 50% ownership level as a criterion, the Regional Housing Statement simply points out that this level of concentration of ownership is surpassed in the City of Kanata and that this could impede the orderly development of residential lands in that municipality.

54. Region should take the lead in ending rent review

COMMENT

As the draft RHSU indicates, numerous factors have contributed to the current rental shortage. The removal of rent review would not ensure that this problem would be solved. In addition, to remove rent review without having a program in place to cushion low and moderate income households would be inappropriate. Instead of recommending an end to rent review the Planning Department supports the establishment of an intergovernmental task force to review all factors affecting rental construction.

55. Disagree over Region's apartment conversion policy and concern over registration as condominiums of rental projects built under rental incentive programs like CRSP

COMMENT

The Region's rental conversion policy which currently prevents the conversion of rental units to condominiums was established in 1976 to prevent a wholesale loss of rental units to condominiums. The need for this policy has not diminished and in fact can be considered more serious given the current state of the rental market. While the Planning Department concurs with the fact that these units represent a vehicle for equity

appreciation for these occupants, they also represent a large source of the Regions moderately priced rental housing stock, which cannot be replaced at to-day's construction and interest costs.

Allowing builders who have received interest free loans from the Government for the purpose of building rental units to register their properties as condominiums does not appear to be an effective use of government funds. However, since the draft report was first tabled, Regional Council has approved all applications for condominiums for rental projects started under the Canada Rental Supply Program. Rather than attempting to control this potential problem at the local level it is apparent that the senior levels of government should be petitioned to improve the structure of their rental incentive programs so that these opportunities do not exist.

56. As recently applied, non-profit and co-ops do not alleviate housing problems - programs should be re-evaluated

COMMENT

Existing non-profit and co-operative housing programs do alleviate some housing problems for some households. The Planning Department does however believe that the existing programs should be re-evaluated (they have been the subject of a federal evaluation) and modified along the lines discussed in the brief of the Social Planning Council of Ottawa-Carleton.

57. Doubling-up and living at home are reasonable alternatives for single persons housing

COMMENT

Agreed. However in many cases the above alternatives, primarily because of lack of supply, are not available or possible for single persons and for these persons some form of housing supply assistance should be available.

58. Rent Review has created a subsidized housing program at the expense of private sector - beneficiaries for the most part are those who don't need it

COMMENT

Agreed. Some high and moderate income tenants are in effect getting a "free ride" in undervalued rent controlled units. However, it should be noted that thousands of low-income households are experiencing affordability problems at existing rent levels, let alone at rent levels that might obtain if they were permitted to rise to market levels.

59. Development of housing should be left to the private sector

COMMENT

A large segment of the housing market can be served by the private sector. However, there also exists a minority of the population including low-income families, senior citizens, singles, and the disabled who are not served and cannot be served by the private sector. For these groups housing and income assistance will always be necessary. At a recent meeting to discuss the City of Ottawa's housing strategy representatives of the building industry readily agreed that the private sector, on its own, cannot meet the needs of low-income households.

60. If the utility problem is reduced the affordability problem might well be solved

COMMENT

This appears to be a bit of wishful thinking. As the Planning Department understands this concept, middle and upper-income tenants would likely opt for ownership housing if rent review was eliminated and rental costs were ultimately allowed to float to market levels. Assuming that this is true (which is not necessarily the case), would not market rents for lower income housing units also increase? If this occurred it would seem that the number of low-income households experiencing affordabiity problems would also increase above the existing high level.

61. Emergency shelter should be monitored and used only for emergency purposes

COMMENT

Agreed.

62. Rent-Geared-To-Income subsidies should be scaled

COMMENT

Rent-geared-to-income subsidies are already scaled.

Canadian Mental Health Association

63. "Lack of Information regarding the accommodation requirements of the psychiatrically disabled

COMMENT

Agreed. A more detailed assessment of the accommodation requirements of the psychiatrically disabled is provided in the final report.

64. Role of the Social Service Department not explored

COMMENT

Agreed, in so far as it relates to the housing requirements of the psychiatrically disabled. Recommendations are developed in other areas relating to the Social Service Department including the provision of emergency housing.

Ottawa-Carleton Regional District Health Council

Note: the OCDHC brief was initially submitted to the City of Ottawa for input into the City's Housing Strategy and consequently the recommendations relate to the City of Ottawa.

65. Need for Regional Licensing of Domiciliary Hostels

COMMENT

The need for regional licensing of domiciliary hostels has been recognized by Regional Council. Unfortunately an attempt to get the area municipalities to enact a model by-law was unsuccessful. Consequently the Region's Legal Department is now working on a proposed amendment to the Ottawa-Carleton Act to give the RMOC licensing powers over domiciliary hostels.

66. Support the implementation of recommendations of the Phase I Report on Docmiciliary Hostels

COMMENT

Phase I report on domiciliary hostels focus the matters pertaining to policy, administration and procedures creating problems with the day to day administration of the domiciliary hostels program. The Regional Social Service Department supports the thrust of the recommendation of the Phase I report. Unfortunately, this view is not fully shared by provincial authorities.

67. Encourage the completion of Phase II report on Domiciliary Hostels

COMMENT

The Phase II report on Domiciliary Hostels, which will focus on programming, enrichment and co-ordination with outside agencies, is expected to be completed by the end of 1984.

68. Consider means of increasing the per diem rate payable to domiciliary hostels to meet their requirements recommended in Phase II report

COMMENT

The Regional Social Service department supports the development of enriched programming to improve the quality of life, but questions whether these programs have to be provided in house. This will be examined in the Phase II Study (see comment 67). It would seem, however, that alternative sources of funding must be found external to COMSOC and cannot only rely on large regional or municipal contributions. Funding must be borne by the senior levels of government and primarily by the Ministry of Health.

69. Facilitate the development of non-profit domiciliary hostels

COMMENT

Agreed, Regional staff have already assisted with the establishment of several non-profit and co-operative housing groups, eg. Daybreak. This assistance could be used by non-profit groups interested in providing domiciliary hostels.

70. Need for professional staff to loan to "Special Needs Groups"

COMMENT

Agreed. The Region, in the person of the Housing Co-ordinator, the City of Ottawa, in the form of the third sector liaison officer and the Social Planning Council, in the form of the housing needs person, all have staff which can and have assisted special needs groups.

71. Explore how public housing and land holdings can be made more available to special needs group

COMMENT

Agreed. Further research and co-ordination is needed in this regard.

Regional Housing Programs Office, Ministry of Municipal Affairs and Housing

72. Vacancy rate on page 67 needs correction

COMMENT

Agreed. Page 67 to be modified accordingly.

73. "Senior Citizen need should be re-evaluated"

COMMENT

The urgent need for 150 RGI SC units was determined on the same basis as the need for the family units. Recognizing that the potential pick up of senior citizen units may vary considerably from that which is determined by surveys this finding will be reviewed.

Housing Field Operations Branch, Ministry of Municipal Affairs and Housing

74. "Area municipal housing targets should be referred to in the Regional Housing Statement"

COMMENT

Agreed. Area municipal target ranges for assisted housing should be referred to in the Report as the area municipalities are using these figures in their own housing statements. However for reasons outlined in comment no. 5 it does not seem appropriate to set these target ranges in stone, but rather to refer to them as targets which can be justified given current (1982-83) housing demand levels.

Plans Administration Branch, Regional Planning Department

75. "Potential shortage of registered single-family lots not serious"

COMMENT

Agreed. See comment no. 10.

76. Federal Government should be approached to tighten up rental incentive loans so as to preclude the registration as condominiums of projects built as rentals

COMMENT

Agreed. The onus should be on the originators of the programs not the municipalities to ensure that rental maintenance programs are implemented in an effective fashion. A recommendation to this effect will be included in the final housing report. It is noted, however, that the Region and the area municipalities have taken some direct action in this regard by requiring by way of condominium agreements that the owners notify prospective tenants in these rental projects that the unit being rented is a condominium and may be offered for sale at some time in the future.

77. Clarification of RMOC conversion policy regarding small units

COMMENT

When the Region's condominium conversion policy was adopted in 1976 it was essentially designed to prevent the conversion of large scale rental properties in Ottawa-Carleton. In fact, most conversion applications received by the Planning Department were for very large structures. The policy did not address the conversion of small rental buildings as, until recently this was not perceived as a major problem. Within the last few years, however, the Regional Planning Department has been under increasing pressure to approve conversions of smaller rental projects, particularly in downtown neighbourhoods.

On the one hand justification for allowing the conversion of small scale rental projects can be made on the basis of consistency with other municipal regulations. For example numerous rental row housing projects, have been lost in the City of Ottawa as there have been no controls preventing the severance of rental row units. In addition groups of individuals (up to 6 in number) may, by way of "limited partnership", purchase and occupy a rental building, notwithstanding the Region's conversion policy.

On the other hand, allowing conversion os small rental projects, would likely open a flood gate for applications of this sort particularly in the down town neighbourhoods of Ottawa, where real estate values can justify the cost of conversion and where the potential loss of affordable rental units would be significant. Given the consistently low rental vacancy rates that the region has experienced over the past three years and the pessimistic outlook for a dramatic improvement in the near future, it is recommended that the Region's conversion policy be viewed as applying to all rental projects regardless of size and that conversions not be permitted until the vacancy rate exceeds 3% and that Regional Council also petition the area municipalities to review their policies regarding severance of rental row properties so tht these rental units can be maintained.

It should be noted that the above noted recommendation would be consistent with other Regional Council policies on the loss of rental units which include the rental conversion policy as previously mentioned.

Social Service Department

No comments, generally supports thrust of the Draft Regional Housing Statement.

Louise White

78. "Control of housing as close to municipal level as possible"

COMMENT

Agreed. It would be nice if the region and area municipalities could control the fiscal and legislative initiatives which influence the Region's housing market. However, with the federal government control over funding housing programs, tax and fiscal policy and the Province's legislature control over such matters as the Residential Tenancies and Landlord and Tenants Act, it is imperative that an intergovernmental approach be adopted to attempt to deal with the interjurisdictional nature of the problems affecting the Region's housing market.

79. Should develop own housing programs rather than rely on other levels of government for assistance

COMMENT

Agreed. The City of Ottawa has already developed several independent housing initiatives, including the acquisition of a rooming house in Sandy Hill and rental subsidies to tenants aged 50+. As the housing need in the Region continues to grow, particularly in light of senior government cut-backs in housing assistance, there will be increased need to develop more local housing resources. The trick in developing these resources in the future will be to develop housing initiatives which do not significantly increase the residential property tax.

80. Housing initiatives should be presented to the public before they are implemented

COMMENT

Agreed. The task force will only explore potential intensification efforts, which if after review are found suitable will be presented to the public.

81. Do not agree with 100% housing subsidies

COMMENT

The intent of this recommendation is simply to point out housing initiatives that should be explored by the federal government in the current social housing evaluation. The recommendation does not suggest that people or households be given 100% subsidies as the writer indicates but that the federal government consider, amongst other policy options, the feasibility of establishing a small scale "public housing" program to be delivered by local municipal and private non-profit groups where all units are on a rent-geared-to-income basis. In such projects tenant households are subject to a means test and pay rents based on a sliding scale. No households are given 100% subsidies.

Response to the Elizabeth Fry's Society's Report
Housing in Ottawa-Carleton: A Women's Issue

Background

On 4 February, shortly after the Draft Regional Housing Statement was tabled, the Elizabeth Fry Society's report entitled "Housing in Ottawa-Carleton: A Women's Issue", was considered by Regional, Social and Health Policy Committees. This report was accompanied by a series of recommendations submitted by the "Housing for Women" subcommittee of the Housing Committee of the Social Planning Council of Ottawa-Carleton. As the public participation program had recently been approved for the Draft Regional Housing Statement, staff have decided to treat the Elizabeth Fry's report along with the accompanying recommendations of the "Housing for Women" subcommittee of the SPC as a brief to the draft Regional Housing Statement Update, so as not to predetermine or otherwise affect the policies or decisions which might emanate from the study itself.

General Comments on the Elizabeth Fry Report

The Elizabeth Fry's report presents a valuable profile of the housing crisis facing women in the Region, particularly women of low income and those requiring special needs accommodation. The report demonstrates the problem of shelter affordability and access to a range of housing resources with a heavy emphasis on the need for additional special needs housing resources including sheltered second stage housing and emergency shelters for women.

On the analytical side, the Elizabeth Fry report also indicates, quite correctly, that data serving as the basis for determining housing needs have not, in the past, specified gender. This lack of gender determination has contributed to the belief that both men and women have the same housing requirements. In order to address this problem, the Regional Planning Department has revised its housing affordability analysis, incorporating both gender and age criteria. This analysis which has been incorporated into the final version of the Regional Housing Statement Update, shows the following:

- over 15,000 non-family tenant households were paying in excess of 30% shelter costs in 1981. Female headed non-family households comprised 65% of non-family household need. Women under the age of 65 accounted for about 70% of those female headed households in need.

- 45% of lone-parent family tenant households or about 4,200 households were paying 30% or more on rent in 1981. Of these 93% were female headed families (87% of all lone parent families are female headed), and 65% of these were headed by women under the age of 35.

- The average income for female headed lone parent families was slightly over one half of that for male headed lone-parent families.

While the results of the Region's affordability analysis tend to support the Elizabeth Fry's assumption regarding the vulnerability of women led households to affordability problems, it also indicates that other groups are also experiencing affordability problem, which though not as great in magnitude may deserve individual attention. For example, individuals age 15-24 are experiencing housing problems which have also been the focus of a report by the Youth Services Bureau. Similarly, the affordability problems of non-elderly individual households age 45-60 is well documented. The needs of all these different groups should be recongized in determining appropriate housing policies.

The thrust of the recommendations submitted by the "Housing for Women Subcommittee of the Social Planning Council of Ottawa-Carleton are essentially for the Region either to support or directly provide for women's housing resources where they do not currently exist or to support additional services where existing services have been found to be inadequate. Where the general thrust of these recommendations is supportable it is important to note that the root cause behind many of the women's housing issue is the lack of affordable rental housing in Ottawa-Carleton. It is recognized however that any increase in the supply of affordable housing in the near future is not likely to be significant (in fact, there is a greater likelihood that more affordable housing units will be lost than gained) and thus action on some of the recommendations is warranted.

Specific Comments on Recommendations

Immediate Action Recommendations

82. That the Region build or purchase a building for a women's emergency hostel.

COMMENT

There are two important issues for the Region and its Social Service Department here. The first is the definition of an emergency hostel. From the description of an emergency hostel as presented by the Elizabeth Fry Society, it would appear that reference is made to a 24 hour per day, 7 day per week staffed facility for women. This is not consistent with the "emergency hostel" for women developed by All Saints Church which was developed subsequent to the completion of the Elizabeth Fry's report, and which operates from 10:00 p.m. to 7:30 a.m.

Secondly, on the basis of the expanded concept of emergency hostel, there appears to be the difference between this idea and transition homes as we know them (Interval House, Maison d'Amitié). Presumably the nature of the service would be very similar but the target population of an emergency hostel would be homeless women whereas those women in transition homes are women who have been abused or threatened with physical or emotional abuse.

It is noted that the Emergency Hostel operated by the Social Service Department at the old Waller Street Police Station is currently being operated on a basis which is somewhat consistent with the above recommendation in so far as women with children are concerned in that access to that hostel, which has around the clock supervision (custodial in nature) is limited to female led single parent families. It is understood that that policy will prevail as long as there are sufficient numbers of female led single parent families to occupy all rooms.

It is also noted that apart from the issue of capital lending for emergency shelters, it is possible that under the GWA Act, operational funding through per diem purchase of service agreements for such hostels would be considered.

83. That the Region petition the local office of Canada Mortgage & Housing to allocate subsidized housing units for women's second stage housing in 1984 (N.B. An Ottawa women's group has already submitted a start up application for a women's co-op which would include second stage housing)

COMMENT

CMHC has announced its 1984 commitments and the Ottawa Women's Housing Group was not successful in receiving 1984 start up funding. However, Empathy House did receive a commitment for 5 beds for second stage housing for female alcoholics and Daybreak Non-Profit Corporation received a 10 bed commitment. Daybreak's housing closely resembles the type of sheltered second stage housing that the Elizabeth Fry's report refers to.

84. That the Region support a change in "City Living's" policy to give priority in their subsidized units to female led households with special needs. For example Interval House has been less and less able to offer emergency shelter to battered women because families are unable to find affordable housing accommodation

COMMENT

While the need for housing resources for women is recognized, the establishment of a priority system for "women with special needs" should not be taken until a detailed study of the City's housing portfolio has been undertaken and the distribution of housing resources by household type and gender of household head is known. If such a study indicates that female headed households are underrepresented then such support may be warranted. It is noted, however, that City Living and OHC's point rating systems are currently being reviewed and it is the point rating system and the weight that is given to certain factors which determines a households priority for housing. This recommendation should be brought to the attention of the Intermunicipal Task Force currently reviewing the point rating system.

85. The Region provide a centralized housing information service for families and single persons. The existing housing registry could be modified for this purpose

COMMENT

The Regional Housing Statement Update seeks Council's approval in principle for the establishment of various housing and home sharing registries for the disabled as well as the general public. Whether these registries are operated directly by the Region, perhaps through "centralized housing information service" or uses and augments existing community resources such as the YMCA's registry should be the subject of a separate report to Council once agreement is reached on the need for the services.

86. That the Region petition Ottawa Housing (presumably the Ottawa-Carleton Housing Authority to allow "blended families" and single women to share their larger, currently under-utilized facilities

COMMENT

The Regional Housing Co-ordinator has had correspondence with the General Manager of the Ottawa-Carleton Housing Authority regarding this matter, with particular emphasis on blended families. The response of the General Manager was that although the OCRHA doe not currently permit two single parent families (i.e. blended families) to share larger units that they would not necessarily be averse to such an arrangement if the single parents a) qualify for this housing and b) could find a sponsor who would ultimately be responsible for the shared arrangement including rent payment. Such a request would be treated on an individual basis and would have to be approved by OCRHA's Board of Directors.

OCRHA does not have the mandate to house non-elderly single women in such arrangements as their responsibilities include only families and elderly households.

87. That the RMOC support the proposed changes to the City of Ottawa By-law AZ-64 which would allow roomers and boarders to live in standard residential and commercial zones to a greater extent than present by-law permit

In its report on "Housing for Marginally Functional Adults" Regional Council supported the liberization of area municipal zoning by-laws throughout the Region to create more rental and boarding units.

The City of Ottawa has been most responsive in this regard and recently adopted a by-law 206-207-208 of 1984 which if approved by the OMB will permit up to three roomers or boarders in any residential zone throughout the City and in addition for the first time rooming and boarding houses will be permitted in general commercial and heritage residential commercial zones.

Medium Term Recommendations

88. That the Region support "City Living" in the purchase and establishment of a rooming house for women

In its report on "Housing for Marginally Functional Adults, Regional Council supported the establishment of federal and provincial government funding for rooming houses. Recently, and in a similar vien, the Regional Chairman wrote the Hon. Minister responsible for CMHC requesting that he initiate in Ottawa-Carleton housing initiatives for single persons similar to those that were announced for Metro Toronto, which included the provision of RRAP funding to upgrade existing rooming houses and a CRSP like program for the development of new rooming houses. Should this lobbying be effective, Regional Council would support part or all of that facility being used for women.

89. That the Region support attempts of non-profit groups such as Salus Corporation and the Canadian Mental Health Association, to address the housing needs of psychiatrically disabled women

COMMENT

Subject to the same restriction on capital funding that is addressed in Comment 1 the Region could support attempts by non-profit groups to develop housing for psychiatrically disabled women by:

a) Endorsing proposals for such facilities in order to assist funding from the provincial government and primarily the Ministry of Health.

b) Under the GWA Act, consider entering into a purchase of service agreements for operational per diem funding of such facilities.

c) In accordance with Phase I of the Domiciliary Hostel Review, adopt a more pro-active role in seeking purchase of service agreements with the non-profit sector. The Planning Department understands that apropos of the above recommendation that letters have been sent to voluntary agencies such as the Social Planning Council, District Health Council, Council on Aging and Mental Health Ottawa, informing them of acceptable criteria for purchase of service agreements and that the Regional Social Service Department would welcome proposals from non-profit groups as domiciliary hostels.

With regard to capital funding, Regional Council can assist groups by providing in house expertise as was done with Daybreak to assist with the application for funding and/or by providing direct "Start up funds" for groups seeking assistance in order to assist with their applications to the senior levels of government and in particular CMHC. This latter strategy may become more important in the future should CMHC change to a proposal call technique for future commitments under the existing non-profit housing programs.

90. That the Region encourage the Ontario Human Rights Commission to organize and investigate incidences of discrimination by landlords against women with children and single women

COMMENT

Though staff generally support the above recommendation it is not likely to have a positive effect. By nature of legislation the Ontario Human Rights Commission can only act when a complain is filed and cannot investigate general allegations surrounding a social problem like housing. They do receive complaints of discrimination by landlords on the basis of sex and family composition and are quite successful in dealing with these complaints in favor of the complainant. With respect to complaints received by persons on public assistance, the Human Rights Commission does not have a very successful record. They can only make inroads on this type of situation when the rent that was identified for the accommodation was reasonable with respect to the public assistance income.

91. That the Region block lease 10-20% of City Living housing units for second stage "housing" for women and mother led families and that the Region petition the province for sufficient rental subsidies on these units

COMMENT

Save and except for emergency housing, the Regional Municipality of Ottawa-Carleton is not directly involved with the delivery of housing to needy groups in Ottawa-Carleton. To block lease 10-20% of City Living: units for "second stage housing would be a departure from this policy.

In addition, if this recommendation was adopted 10-20% of the tenants who are currently residing in City Living projects would have to be displaced and relocated, which in itself would be very difficult and disruptive in the existing housing market.

As indicated in comment no.1 the Region is able to assist other sponsoring groups in approaching City Living, by providing sponsoring groups with purchase of service agreements.

It is also noted that the Ministry of Municipal Affairs and Housing recently agreed to increase the ratio of rent-geared-to-income units from 25% to 35% in muncipal non-profit projects and this increase will likely mean that more mother led families along with other needy households will be able to find affordable accommodation.

92. That the Region provide funds to allow agencies such as the Elizabeth Fry Society, Interval House and Amity House to purchase second stage housing for their users

COMMENT

The Region is aware of the increasing demands placed on existing sheltered accommodation facilities in the Region. However the provision of 100% for the acquisition of homes would be a major and expensive departure from the current practice which is to support the establishment of additional facilities through voluntary organizations and co-operatives to meet this need. This support, as mentioned previously, includes supporting groups' applications for capital funding, and entering into purchase of service agreements with organizations who have complied with health and zoning regulations

and have been approved for cost sharing. Also, as mentioned previously, it may be necessary for Council to provide certain groups with start-up funds should CMHC change its existing procedures and adopt a proposal call technique for future non-profit funding commitments.

93. That the RMOC encourage its member municipalities to adopt by-laws suporting residential intensification in residential neighbourhoods

In response to the recommendation on the Housing Needs of Marginally Functional Adults. The RMOC has already lobbied area municipalities to liberalize their respective zoning by-laws.

This had very little positive effect. The Regional Housing Statement contains a recommendation on the establishment of a inter-municipal task force containing representatives from all area municipalities to study and explore various residential intensification efforts.

94. That the Region support the establishment by its municipalities of a $5 surtax on property, to be allocated for emergency and non-profit subsidized housing

COMMENT

Funding of housing programs has traditionally been the responsibility of the senior levels of government, as the municipalities do not have access to the wide range of revenue sources available to the senior levels of government. Additional expenditures at the municipal level would only serve to burden an already heavy local tax rate which is based on the property tax and is viewed as one of the least progressive tax sources. If Council were to decide to provide resources for the development of housing projects various financing options should be considered. A recommendation to this effect is contained in the Regional Housing Statement Update.

City of Ottawa
Ville d'

Department of Community Development
111 Sussex Drive
Ottawa, Ontario
K1N 5A1

Service du développement communautaire
111, promenade Sussex
Ottawa (Ontario)
K1N 5A1

Fle 33-431.1

CD-4310-5

May 17, 1984.

Mr. D. Kardish,
Housing Co-ordinator,
Regional Municipality of
Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario.
K1P 5Z3

Dear Mr. Kardish:

Re: City of Ottawa Comments on Draft Regional Housing Statement Update

In reply to your letter dated February 2, 1984, to the City Clerk requesting comments on the Draft Regional Housing Statement Update, please find attached a report prepared jointly by the Planning Branch, Department of Community Development and the City of Ottawa Non-Profit Housing Corporation. This report as amended by Ottawa Planning Committee and Executive Committee, C.O.N.P.H.C., and approved by City Council on May 16, 1984, constitutes the City's formal response to the Draft Regional Housing Statement.

Yours truly,

OTTAWA-CARLETON RECEIVED MAY 22 1984 PLANNING DEPARTMENT

J. Brown,
Manager,
Policy and Planning Division.

DS/kf
Attach.

CITY OF OTTAWA - VILLE D'OTTAWA

From: Community Development Department
De:

Date: May 2, 1984

Ref. No.: 0713-285/84 B1E009
N°de ref.:

Action / Exécution		Information / Pour votre gouverne	Ward / Quartier
[ ] Administrative / administrative	[X] Policy / politique	[ ]	City-wide

To/A:

[1] Ottawa Planning Committee / Comité d'urbanisme d'Ottawa

[ ] Physical Environment Committee / Comité de l'environnement

[ ] Admin., Policy and Priorities Committee / Comité de l'adm., des politiques et des priorités

[ ] Other / Autre

Non-Profit Housing / Logement à but non lucratif

[2] Executive Committee CONPHC / Comité exécutif

[3] Board of Directors / Conseil d'administration

[4] City Council / Conseil municipal

SUBJECT/OBJET

1. City of Ottawa Response to the Draft Regional Housing Statement Update./Réponse de la Ville d'Ottawa au projet de Déclaration régionale sur le logement. CD-4310-1.

RECOMMENDATIONS

1. That the attached report be approved as the City of Ottawa's formal response to the Regional Municipality of Ottawa-Carleton's Housing Statement Update.

R. Bailey,
Commissioner of
Community Development.

R. Kolbus,
Housing Manager,
City of Ottawa Non-Profit

OTTAWA PLANNING COMMITTEE RECOMMENDATION

The Committee concurs and so recommends subject to the following amendment:

That recommendation 7, contained in the attached City of Ottawa Response to the Draft Regional Housing Statement Update (January , 1984) be supported, as an intermunicipal task force could provide a useful forum for discussion

EXECUTIVE COMMITTEE RECOMMENDATION

The Committee concurs and so recommends, subject to the following amendment:

That the City of Ottawa support a gradually increasing Regional role in the provision of housing for people on low income.

BACKGROUND

A draft report of the Regional Housing Statement Update was recently produced by the Planning Department of the Regional Municipality of Ottawa-Carleton. The Housing Statement Update was presented to a joint Planning and Social and Health Policy Committee meeting on January 24, 1984. At that time, the distribution of the draft report for formal review and comment by the area municipalities was approved.

The Housing Statement Update was prepared as part of Regional Council's 1978 direction regarding Regional responsibilities in housing. A Technical Advisory Committee was formed with representatives from senior levels of government, the area municipalities, HUDAC, the Region's non-profit and co-operative sector, and the Social Planning Council. Although there are no formal terms of reference for the Committee, its primary role is to provide technical input into the report in terms of the research and analytical aspects of the Housing Statement. The preparation of the Housing Statement was done over an approximate two-year period during which numerous housing reports and studies dealing with various housing matters were undertaken.

Considering the implications of some of the recommendations contained in the Region's report pertaining to the existing roles and responsibilities of area municipalities and the Region in the area of housing, a report prepared jointly by Community Development and CONPHC was considered to be the most appropriate City of Ottawa response to the Region's request for comments.

The 1984 Housing Statement Update contains recommendations leading to an increased Regional role in housing and a change in direction from the original roles approved in 1978 by Regional Council. The mandate for the preparation of the Housing Statement was also established in 1978. As almost six years have passed between the Regional Council decisions and the preparation of the Housing Statement Update, and since the latter report contains recommendations which propose an expansion of Regional roles as established in 1978, it is useful to first review the existing housing roles and responsibilities of the Region. Such a review also provides an important basis for the City of Ottawa's comments on the draft Housing Statement Update.

Regional Role In Housing As Established In 1978

The roles of the Region in Housing, as established by Regional Council in 1978, were formulated as a result of over two years of discussion and debate following the completion of a major housing study prepared by Paterson Planning and Research in 1976. The 1976 report, Housing in Ottawa-Carleton: Final Report, contained eighty-two recommendations which were tabled to the Regional Planning Committee meeting on March 23, 1976. The main thrust of the recommendations was that "the Region should assume a greater role in the housing field including the responsibility for planning, developing, management and the delivery of rent-geared-to-income housing throughout the Region".

In October 1978, Regional Council determined that housing was to be a dual responsibility between the Region and the area municipalities as follows:

- o the Region will be responsible for general housing research including
  - the preparation of a regional housing policy statement in consultation with area municipalities
  - assisting area municipalities in implementing housing programmes
  - monitoring the housing actions of the senior levels of government and area municipalities
  - establishing housing targets for social assisted housing
- o the area municipalities are to maintain the primary responsibility for the delivery of housing programmes including assisted social housing and for local housing policy formulation

The recommendation pertaining to the preparation of a Regional Housing Policy Statement (and subsequent annual housing reviews), as approved by Regional Council in 1978, contained the following tasks:

- "general housing research and policy formulation"

- "determination of Regional housing needs and negotiate allocation by municipality, with the area municipality"

- "that once Regional and area municipality housing targets have been established for social assisted housing, Regional staff monitor the progress and report periodically to Regional Council on housing activities to meet both Regional and area municipality requirements"

The Purpose of the 1984 Housing Statement Update

According to the 1984 report, the Regional Housing Statement's primary purpose was to comprehensively review the Regional housing situation to include the following components:

- a detailed analysis of demographic and housing trends in the Region

- an examination of future housing requirements and population projections

- a review of current housing constraints, problems and issues

- a reassessment of the Region's role in housing (this element goes beyond the mandate for the Housing Statement as established in 1978)

RATIONALE

The Regional Municipality of Ottawa-Carleton has requested formal comments from the City of Ottawa on the Draft Regional Housing Statement Update. Subject to City Council approval, the attached report consitutes the City's formal response to the Region's Housing Statement Update.

The Region's Housing Statement Update is being reviewed at a time when the City's housing role is under study. The comments on the Housing Statement Update are forwarded at this time with the understanding that the City's housing roles and responsibilities will be more firmly established in the Strategic Housing Study. The Housing Strategy will then provide a stronger basis upon which the relationships and co-ordination between the Region and the City of Ottawa with respect to housing roles, responsibilities and programmes can be established. The Region is participating in the Strategic Housing Study through the Regional Housing Co-ordinator's involvement in the Study Steering Committee.

INPUT FROM OTHER SOURCES

N/A

ATTACHMENT

1. City of Ottawa Response to the Draft Regional Housing Statement Update (January, 1984).

COMMUNITY NOTIFICATION

N/A

DISPOSITION

1. Originating Department: The Community Development Department will notify the Regional Planning Department of the date when this report will be dealt with at Ottawa Planning Committee and the report will be sent to the Region at that time.

2. City Clerk: Notification by letter immediately after the Council meeting to:

Mr. J.M. Wright,
Planning Commissioner,
Regional Municipality of
Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario.
K1P 5Z3

FINANCIAL COMMENT

N/A

Commissioner of Finance

31

4

CITY OF OTTAWA RESPONSE TO THE
DRAFT REGIONAL HOUSING STATEMENT UPDATE

1. Overall Comments on the Regional Housing Statement Update

1.1 Analysis of Housing Trends and Issues

The Region's report provides an excellent review of housing trends and issues in Ottawa-Carleton. The research and statistical analysis are well organized and provide a valuable source of information which area municipalities can utilize in the preparation of local housing studies.

1.2 Regional Role in Housing

The Housing Statement proposes, through its recommendations, an increased role for the Region in housing and the implications of these recommendations are significant as they go beyond the original mandate of the Housing Statement as established by Regional Council in 1978. The current report proposes a more direct and active role in the area of housing more along the lines proposed in the 1976 Paterson Study although the report does acknowledge that "it is clear that the most appropriate role for the Region is to provide an overall picture of the housing situation in the Region ... and to provide a co-ordinating role." 1

Examples of recommendation proposing a more active Regional involvement include:

- establishing task forces on strengthening the rental market (Recommendation 5) and on residential intensification including developing pilot projects (Recommendation 6) 2
- direct involvement in the private sector residential market (Recommendations 8 and 9) 3
- investigation of various financial mechanisms including municipal tax-exempt bonds, land exchanges, block funding, and funding housing programmes from the municipal tax base (Recommendation 11)
- reconsideration of establishing a regional non-profit corporation (Recommendation 13) 4

The Housing Statement does also state that the preferred role is "maintaining the dual responsibility for housing established by Council in 1978 but expanding regional responsibilities into specific areas agreed to by Council" (p. 94-95).

Comment:

The City of Ottawa supports an increased participation by the Region in assisting area municipalities with housing research, information and programme support. However, the City of Ottawa has developed its own capabilities and expertise in the area of housing research and policy and has undertaken a lead role in the delivery of assisted housing and related housing programmes. It is important that the Region's housing activities be co-ordinated with the City's established role in housing. However, the Housing Statement Update's recommendations do not emphasize the importance for co-ordination.

Any decisions on specific recommended actions which have implications for shifting Regional and area municipality roles and responsibilities in housing will need to be carefully discussed and reviewed by Regional/City Councils. Such discussion and review should also be undertaken outside the framework and mandate established for the Housing Statement Update. The results of the City of Ottawa's Strategic Housing Study will provide a basis for establishing and co-ordinating roles and responsibilities with the Region.

Prepared Jointly By:

Planning Branch, Community
Development Department, and
the City of Ottawa
Non-Prof sing Corporation 32

/cr3

2. Specific Comments on the Recommendations of the Housing Statement Update

Recommendation 1:

"Regional Council adopt an annual housing target of 5,550 units/year (2,650 ownership and 2,900 rented) for the 1984/1988 period."

5 Comment: The population projections prepared in the Housing Statement Update appear to be based on sound assumptions and methodology. The housing targets, however, are developed only at the Regional level. The Housing Statement therefore does not meet the requirement of providing a breakdown of housing targets by area municipality (in consultation with the area municipalities) in accordance with the 1978 Regional Council directives.

Recommendation 2:

"That Regional Council petition the Federal Minister of Finance, on the need to maintain stable and reasonable interest rate level."

Comment: As the text of the report states (pages 64-66), there is little the Region or any other municipal government can do to control the level of interest rates. Since the writing of the Report, the federal government has introduced a mortgage insurance plan in its 1984 Budget which is designed to provide a cushion to homeowners from large fluctuations in interest rates.

Any lobbying of the Federal Minister of Finance would be more effective if directed through the Association of Municipalities of Ontario (AMO) and the Federation of Canadian of Municipalities (FCM).

6 Collective municipal lobbying on interest rates should be expanded to include the observation made in the report itself - that the interest rates and the effects of these rates on the local housing market be monitored. The federal government should be kept informed of the results of this monitoring task.

Recommendation 3:

"That the Regional Housing target be circulated to the area municipalities for consideration and each municipality be asked to indicate to the Region the number of units of market and assisted social housing they consider to be realistic in these municipalities."

Comment: The development of overall housing targets including assisted social housing should be done jointly with the area municipalities. Recommendation 3 suggests that once the overall housing targets are
7 established by the Region, they then would be circulated to the area municipalities for their assessment. Regional and local housing targets would be most reliable if they are developed through joint consultation between the Region and area municipalities, with the Region maintaining the responsibility for co-ordination.

Recommendation 4:

"That the Regional Planning Department monitor annual housing production and report progress or lack of progress to Council yearly in "annual housing reviews."

Comment: The City of Ottawa considers this recommendation to be an appropriate role for the Region.

Recommendation 5:

"That the Regional Council petition the Federal and Provincial governments to:

a) recognize their responsibility for re-establishing a viable rental market so that the Region's annual rental requirement of 2,900 units can be met; and,

b) establish an intergovernmental task force to explore ways of ensuring a viable rental market including but not necessarily limited to action on such matters as: rent-review, tax policy including capital cost allowances, government incentive programmes, low-income households and financial markets, etc."

Comment: As with Recommendation 2, the lobbying of provincial and federal governments would be more effective if co-ordinated through municipal organizations such as AMO or FCM. Although it is difficult to define what is a "viable rental market", a high priority in petitioning senior governments on issues related to the rental market should be placed on ensuring a supply of affordable rental accommodation for low and moderate income families and individuals.

8

Recommendation 6:

"In addition to any senior government response to deal with the issues affecting the rental sector, the Region and area municipalities continue to protect the existing rental stock by:

a) preventing the conversion of rental units to condominiums, equity co-ops or other uses, e.g., apartment hotels, until the vacancy rate exceeds 3% (as measured by CMHC) for two successive surveys,

b) investigate the feasibility of precluding the registration as condominiums, rental projects developed under future rental incentive grant programmes."

Comment: The City of Ottawa supports the intent of Recommendation 6. Once again, it is most important that any initiative to preserve existing rental stock should be carried out in consultation with area municipalities. The issues related to conversions, rehabilitation and the supply of rental housing are being investigated in the current City of Ottawa Strategic Housing Study.

Recommendation 7:

"That Regional Council establish an inter-municipal task force to study specific problems associated

with residential intensification. That this task force use the findings of Provincial studies and pilot programmes, and develop a series of pilot programmes in the Region which can be evaluated and monitored."

Comment: Residential intensification is essentially a process occurring within the inner city neighbourhoods of the City of Ottawa and is currently being examined in detail in the City's Housing Study. Therefore, it would seem that establising an inter-municipal task force to further study this particular housing issue is unnecessary. The City would, however, welcome the continued assistance and participation on the part of the Region in implementing programmes aimed at dealing with "specific problems associated with residential intensification". 9

Recommendation 8:

"That Regional Council direct the Planning Department to review the supply of registered single detached lots immediately. And if this supply is deficient, to pressure developers to bring forward pending plans for draft approval and registration."

Comment: The review of the supply of registered single detached lots would be a useful monitoring programme but the report does not clearly identify effective ways of "pressuring" developers. The proposed monitoring system should not be restricted to the supply of single detached lots but include all forms of housing lot development (semi-detached, rows, apartment, etc.) to correspond to the anticipated demand and changes in demand for housing across the Region. 10

The emphasis in Recommendation 8 is primarily on single detached lots which implies a preferred housing mix for the Region and, in particular, for suburban municipalities. Single detached lots and housing is a less important component of the housing supply trends in the City of Ottawa due to the cost and shortage of vacant residential land. Further, the formulation of housing mix policies and targets should be first developed through the City's Official Plan work programme in conjunction with the Housing Study before specific actions aimed at encouraging certain types of housing developed are initiated.

Recommendation 9:

"That the Planning Department [Regional] closely monitor the supply of single detached lots throughout the Region with the objective of providing for a two-year building supply throughout the Region and in large sub-markets like Kanata."

Comment: The City's comments pertaining to Recommendation 8 are also relevant here.

Recommendation 10:

"That the Minister responsible for CMHC and the Provincial Minister of Municipal Affairs and Housing once again be petitioned to:

a) increase the unit allocation to the Ottawa-Carleton area for the non-profits and co-operatives;

b) re-evaluate project funding with a view to increasing the level of unit subsidization in non-profit and co-operative housing projects taking account of the housing needs of low and moderate income families, low income singles under the age of 65 and the permanently unemployable and psychiatrically disabled;

c) investigate the feasibility of extending existing limited dividend agreements."

Comment:

a) The City of Ottawa supports any initiative on the part of the Region to encourage senior governments to increase non-profit and co-operative unit allocations for Ottawa-Carleton.

b) Recommendations 10b and 12 (below) refer to a number of separate issues related to eligibility, targeting and funding of current social housing programmes, and options for future programmes. A series of specific recommendations geared toward each subject would provide a better outline of the Region's position. The City of Ottawa is currently preparing a position paper on social housing programmes and, once approved by City Council, this will be provided to the Region. 11

c) The City of Ottawa concurs.

Recommendation 11:

"That Regional Council explore various financial mechanisms which might permit the Region and area municipalities to take direct municipal action in meeting housing needs. This investigation should include the feasibility and legality of floating municipal tax-exempt bonds, land exchanges, direct block funding for housing from the senior levels of government as well as funding housing programmes from the municipal tax base."

Comment: It would be useful for the Region to research and provide information on the financial mechanisms which would allow direct municipal action in housing. This type of exploration, however, would be most appropriately carried out in consultation with the area municipalities. The City of Ottawa has experience in municipally-financed housing programmes and, due to restricted Section 56.1 unit allocations, is presently examining methods to expand this type of involvement. The City's Housing Study is also examining this topic under the total range of possible municipal housing initiatives. Any housing programmes that are derived from the municipal tax base will also require City Council consideration and approval. 12

Recommendation 12:

"That Regional Council take the opportunity during the current social housing evaluation by CMHC to express its concern with the limited number of effective assisted rental units that the current programmes produce and if

new programmes are to be adopted that the programme be more directly targeted to low and moderate households. The development of small scale 100% assisted projects for low and moderate income households by existing non-profit and co-operative agencies, as well as "shelter allowances" are two housing programmes which would more directly assist low and moderate income households."

Comment: The comments referring to Recommendation 10b are relevant here.

Recommendation 13:

"That, in the event the current Federal social housing evaluation results in changes in the delivery of assisted social housing that would make a regional approach more appropriate, Regional Council reconsider the feasibility of establishing a regional non-profit corporation. This should be done to realize economies of scale and to make use of existing development expertise."

Comment: This recommendation does not clearly specify what type of social housing programme changes would make it more appropriate to establish a regional non-profit corporation. Since 1977, the City of Ottawa is on record as supporting a Regional role in non-profit housing delivery. However, over the past years, CONPHC has grown to be a major non-profit corporation. Before Regional Council reconsiders establishing a housing corporation, extensive consultation with the City will need to be carried out regarding the structure and mandate of any new corporation which may be established.

13

Recommendation 14:

"That Regional Council, in co-operation with the various housing agencies in the Region, explore ways to co-ordinate existing waiting lists for all rent-geared-to-income housing including the establishment of a "needs rating system", acceptable to affected agencies, for those who qualify for housing assistance."

Comment: The City of Ottawa supports an expanded role for the Region in providing housing information and referral services. It would be useful for the Region to undertake a system to co-ordinate the waiting list information from the various local social housing agencies. This would establish a more accurate assessment of local housing need. However, implementing a common "needs rating system" is not an appropriate function for the Region. CONPHC has a unique needs rating system which has been developed to accommodate the variety of housing programmes administered by CONPHC. The ranking and selection of applications for housing is an essential component of successful integrated housing management and must remain the responsibility of the individual social housing agency.

14

In relation to this recommendation, page 63 of the report proposes the establishment of a "Disabled Housing Registry". In light of the present lack of co-ordinated information on the needs and availability of accessible housing for disabled persons, the City of Ottawa strongly supports the Region undertaking the development and administeration of such a registry.

15

Recommendation 15:

"That the Regional Planning Department continue to publish information on regional housing resources and make that information available to the public."

Comment: The City of Ottawa concurs with this recommendation.

Recommendation 16:

"That Regional Council recognize that the need for "emergency housing" is likely to increase during the study period and that Council petition the senior levels of government for sufficient funds to provide suitable "emergency housing" for various household types."

Comment: In light of the ongoing local need for emergency shelter for both single persons and families, the City of Ottawa supports this recommendation. It would be advantageous if the Region collaborates with CONPHC on such an undertaking, utilizing the development and management expertise of the housing corporation.

Recommendation 17:

"That Regional Council develop a more comprehensive "emergency housing" programme, based on a needs assessment. And that specific authority be assigned to one regional department to implement that programme."

Comment: The City of Ottawa supports this recommendation. Emergency housing represents an activity directly tied to the provision of social services by the Region and as the report states, Regional action in meeting emergency housing requirements should be applauded.

Recommendation 18:

"That the housing objectives in the Regional Official Plan be reviewed during the current Official Plan review exercise to reflect the general intent of Council's wishes with regard to housing."

Comment: The "general intent of Council's wishes with regard to housing" regarding the Official Plan is not clearly identified in the Region's Housing Statement. 16

Recommendation 19:

"That more detailed housing policies be outlined in periodic (every five years) housing statements, containing general and specific housing targets as well as programmes for action to meet the targets."

Comment: Given current divisions of housing responsibilities between the Region and the area municipalities, it is essential that the area municipalities establish and periodically update their own housing policy statements. It is important that the terms of reference of these policy 17

statements are clearly defined to prevent unnecessary duplication. In relation to proposing programmes to meet housing targets, and considering the increasing emphasis on sponsorship by municipalities as suggested by Recommendation 11, an appropriate role for the Region would be to consider direct support and assistance of the housing programmes developed by area municipalities.

Recommendation 20:

> "That Council be informed of the progress or lack of progress in meeting housing targets through "annual housing reviews" and through specific issue papers as the need arises."

Comment: The City of Ottawa concurs with this recommendation as it relates to the ongoing monitoring role appropriate at the Regional level.

3. Other Comments

The City of Ottawa has no other comments on the remaining chapters of the Housing Statement Update except as the specific comments on each recommendation relate to the relevant pages in the Update and except for the section dealing with special needs housing.

Special Needs Housing (pages 62-63): Comments

The topic of special needs housing is dealt with only briefly in the Region's report. The City of Ottawa agrees with the report that it is difficult to document and quantify special needs groups. However, emerging housing trends and issues indicate that housing problems have become increasingly specialized with special needs groups/representatives becoming more organized. The growing presence of these groups also reflects the importance for a more precise identification of their housing issues and requirements compared to the more generalized approaches followed in the past in dealing with special needs housing.

The Housing Statement Update does identify a need to establish a "Disabled Housing Registry" and to undertake a comprehensive assessment of special needs housing in order to better understand and document the needs of these groups upon which Municipal/Regional housing policy can be further developed. In order to accomplish this, there is a need for developing some co-ordinating mechanism for data collection and liaison. However, the Region's report does not follow through with these observations into specific statements of recommendation.

18

The City of Ottawa would encourage and welcome any co-operative participation with the Region and other area municipalities to initiate action in these directions. The special needs housing issues will also be addressed in the City's Housing Study which may provide the foundation for further City/Regional involvement.

DS:smr-4
B1E009

CITY OF KANATA

150 KATIMAVIK ROAD, KANATA, ONTARIO K2L 2N3 TELEPHONE (613) 592-4281

March 21, 1984

Regional Municipality
of Ottawa-Carleton
222 Queen Street
Ottawa, Ontario
K1P 5Z7

Attention: Mr. D. Kardish - Housing Co-ordinator

Dear Mr. Kardish:

Re: Draft Regional Housing Statement Update

With respect to your letter of February 2, 1984 (File 33.347) this will confirm that at a meeting held March 20, 1984, Council passed the attached resolution regarding the Housing Statement Update.

If there are any questions, please do not hesitate to contact Mr. Dave Krajaefski or the undersigned.

Yours truly,

Frank Wilson, AMCT
Deputy City Clerk

cc: Director of Planning

FW/jm

OTTAWA-CARLETON RECEIVED MAR 23 1984 PLANNING DEPARTMENT

CITY OF KANATA
150 KATIMAVIK ROAD, KANATA, ONTARIO K2L 2N3 TELEPHONE (613) 592-4281

I, Frank Wilson, Deputy City Clerk for the Corporation of the City of Kanata, do hereby certify that the following is a true copy of a resolution passed by Kanata City Council at a meeting held on March 20, 1984.

"THAT the City of Kanata hereby advises the Regional Housing Co-ordinator that the City concurs with the Major Recommendations contained in the Draft Regional Housing Statement Update and has no further comments on this document."

Given under my hand and the Seal of the said Corporation at the City of Kanata this 21st day of March, 1984.

F. Wilson

Frank Wilson, AMCT
Deputy City Clerk

CONTAINS RECYCLED DE-INKED FIBRE

CITY OF KANATA
150 KATIMAVIK ROAD, KANATA, ONTARIO K2L 2N3 TELEPHONE (613) 592-4281

I, Frank Wilson, Deputy City Clerk for the Corporation of the City of Kanata, do hereby certify that the following is a true copy of a resolution passed by Kanata City Council at a meeting held on March 20, 1984.

"THAT the City of Kanata hereby advises the Regional Housing Co-ordinator that the City concurs with the Major Recommendations contained in the Draft Regional Housing Statement Update and has no further comments on this document."

Given under my hand and the Seal of the said Corporation at the City of Kanata this 21st day of March, 1984.

Frank Wilson, AMCT
Deputy City Clerk

D. Kardish
Housing Co-ordinator,
Planning Department,
Regional Municipality
of Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario.
K1P 5Z3

March 21, 1984

P.D.G. 5600/3

File 33 1:1

OTTAWA-CARLETON RECEIVED MAR 26 PLANNING DEPARTMENT

Dear Sir:

Re: Draft Regional Housing Statement Update

Further to your letter of February 2nd, concerning the above, please find the attached response of the City of Nepean as approved by Council at their meeting of March 15, 1984.

Yours truly,

The Corporation of the City of Nepean

per:
S.A. Cunliffe
Senior Planner

SAC:cb
Attch.

PLANNING DEPARTMENT REPORT

Meeting - March 15, 1984

SUBJECT: Regional Housing Statement Update

RECOMMENDATION: It is recommended that this report be approved and forwarded to the Regional Planning Department to be considered by the Regional Planning and Social and Health Policy Committees.

REPORT: The Regional Housing Report is an extensive survey of the economic, demographic, governmental and social forces affecting the housing market. This report will highlight only those areas of concern to the City of Nepean.

R.M.O.C. Recommendation No.

3. On Meeting Overall Annual Housing Requirements:

Recommendation No. 3 of the report suggests that the Regional Housing Targets of 5,550 units/year (55% ownership, 45% rental) be circulated to area municipalities for review including an indication of market and assisted social housing they consider to be realistic.

Comment:

A review of land availability and consumption by the Nepean Planning Department suggests a shortage of land may begin as soon as 1987 which is serious considering the City has provided an average of 20% of the total yearly housing production over the previous five year period. 19

5. On Meeting Overall Rental Requirements

The housing report forecasts a continuing rental shortage due to three key factors; rent review, mortgage rates and termination of rental incentive programs by Senior levels of government for housing assistance programs.

The Report recommends that Regional Council petition the senior levels of government to study and provide a comprehensive package of measures to ensure a viable rental market. This recommendation is fully supported.

6. Recommendation 6 reconfirms the need to protect the existing rental stock through the conversion of rental units to other forms of tenure. The further recommendation is made to investigate, precluding the registration as condominiums of rental projects developed under future rental incentive programs.

Comment:

It is felt that further controls to prevent the registration as condominiums of rental projects developed under incentive programs, may have a negative impact and decrease the number of units developed under these programs. It is felt that this is a matter more appropriately dealt with by the senior levels of government which provide the rental incentives. 20

7. A pilot program is recommended to review the potential for additions to the rental market through conversions of existing private units and conversions of non-residential properties. 21

Comment:
Although such a pilot program is applauded, it should be noted that the City of Nepean has few if any suitable non-residential properties which can be converted to residential and further, it is felt that older inner urban neighbourhoods are most suitable for the creation of additional rental units through conversion rather than the newer suburban neighbourhoods where the population is much younger.

8.& 9. On Meeting Land and Lot Requirements

Although the Regional Report finds there is an adequate supply of land to meet the Regional housing needs for five years, it also expresses concern with respect to certain concentrations of land ownership, particularly in Kanata which may contribute to lot price escalation, as well as limiting options with respect to the direction of future growth.
Comment:
The report on land consumption and availability prepared by the Nepean Planning Department on the other hand comes to different conclusions for Nepean in that, exclusive of the Woodroffe Project a severe housing shortage is expected within three years.

22 It is felt that the shortage of land in Nepean combined with the concentrated land ownership in Kanata may cause a housing problem in the western portion of the Region. The result could very well mean an escalation in price and limitations with respect to choice.

As a result, additional lands need to be brought on stream as soon as possible. Planning for the South Urban Community should begin immediately.

10.& 11. On Meeting Assisted Housing Requirements

Comment
In view of the recent apparent shift in policy of the Minister of Municipal Affairs and Housing from the production of new assisted rental units under the non-profit program, it is recommended that both C.M.H.C. and the Province be petitioned to increase the unit allocation and/or clarify the policies with respect to the non-profit program.

The Regional Report further recommends that Regional Council explore various mechanisms for direct municipal action in meeting housing needs.
Comment:
23 It is felt that the primary responsibility for funding housing programs should remain with the senior levels of government, with local government with its limited property tax base being primarily involved in the production and administration of assisted housing.

12. The Regional report questions the effectiveness of current programs with respect to the production of assisted units, and suggests the development of small scale 100% assisted projects, for low and moderate income households as well as shelter allowances.
Comment:
It is felt that a long term approach to housing, which includes a range of incentive programs to meet varying local requirements, would be preferable to the major programs which are regularly devised to meet perceived short term national housing problems. Complete 100% assisted projects are responsible for much of the existing resistance by the public to assisted housing, and the scale and integration of such projects

is of concern. It should be further noted that "shelter allowances" do not result in an increase in the number of housing units and instead represent a commitment to continued and long term assistance. 24

13. Reconsideration of the feasibility of establishing a regional non-profit corporation in order to realize economics of scale and expertise, is suggested if a regional approach is more appropriate in the event federal social housing policies are revised.

Comment:

It is felt that the local municipalities are still the most appropriate level to provide non-profit housing, especially with respect to local planning policies and accountability. It has not been demonstrated that there are in fact, any economies of scale to be gained by shifting responsibility to a larger organization especially at the existing and forseeable assisted housing production levels. 25

ADDENDUM: TO REPORT BY NEPEAN COUNCIL AT MEETING OF MARCH 15TH, 1984.

Council also felt that further to the comments provided in relation to R.M.O.C. recommendation 12, that the Province of Ontario be encouraged to consider providing a shelter allowance through the tax system such as the "Property Tax Credit" in order to assist those on lower incomes. 26

1036
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LA CORPORATION DE LA CITÉ DE
THE CORPORATION OF THE CITY OF **VANIER**

March 27, 1984

Mr. Wm. H. Brunette,
Regional Clerk,
Regional Municipality
of Ottawa-Carleton,
222 Queen Street,
Ottawa, Ont.
K1P 5Z3

OTTAWA-CARLETON
RECEIVED
930
MAR 30 1984
CLERK'S DEPARTMENT

Dear Sir:

Further to the draft Regional Housing Statement Update of the Regional Municipality of Ottawa-Carleton, we are enclosing a certified true copy of resolution 84-70, passed and carried by the municipal council of the City of Vanier at a regular meeting held on March 20, 1984.

We hope the above will be helpful.

Yours truly,

Daniel Ouimet
Deputy City Clerk

OTTAWA-CARLETON
RECEIVED
MAR 30 1984
PLANNING DEPARTMENT

Encl.

Copy to: Mr. R. Nault
Regional Planning Department

RECONS ÇA ENSEMBLE 1784 · ONTARIO · 1984

297 RUE DUPUIS ST., VANIER, ONT. K1L 7H8 - 746-8105

CELEBRATING TOGETHER 1784 · ONTARIO · 1984

"RESOLVED THAT the Council of the City of Vanier instruct the City Clerk to forward to the Regional Municipality of Ottawa-Carleton the following comments on its draft Regional Housing Statement Update:

1. Due to the limited resources available to municipalities the City of Vanier supports the recommendation that, in conjunction with local municipalities, senior governments review their policies affecting both the supply of rental accommodation and the provision of affordable housing for lower income groups.

2. The City of Vanier supports a continuation of the Regional policy established in 1978 whereby the Region serves as a resource and co-ordinating agency on housing matters. The City, however, expresses its reservations concerning the suggested establishment by the Region of a non-profit housing corporation if such a body would parallel the efforts and organizations already established at the local level.

3. The City supports the establishment of an intermunicipal task force on residential intensification as it would provide a valuable mechanism for developing consistent standards for infill development in the "inner City" and for exchanging information on problems and solutions related to this form of development.

4. The Regional Housing Statement Update is compatible with the recently adopted Municipal Housing Statement of the City of Vanier which is now before the Ministry of Municipal Affairs and Housing."

27

ADOPTÉ
CARRIED

Corporation of the City of Vanier
certified to be a true copy of:
resolution No. 87-20
bylaw No. 87-70
extract of resolution No.
Signature Daniel Ouimet
Daniel Ouimet
Deputy Clerk

NO. 84-70

CORPORATION OF THE CITY OF VANIER
MUNICIPALITÉ DE VANIER

RESOLUTION

DATE Le 20 mars / March 20 19 84

PROPOSÉ PAR / MOVED BY Jean A. Cote

APPUYÉ PAR / SECONDED BY _____

"RESOLU QUE le Conseil de la Cité de Vanier demande que le Greffier fasse parvenir à la Municipalité Régionale d'Ottawa-Carleton les commentaires suivants sur une ébauche de leur politique Régionale de logements:

1. DU aux ressources limitées disponibles aux municipalités, la Corporation de la Cité de Vanier est en accord avec la recommandation que, de concert avec les municipalités locales, les niveaux gouvernementaux supérieurs revisent leurs politiques qui touchent l'approvisionnement de logement locatif ainsi que l'approvisionnement de logement à prix modique pour les groupes à revenu faible.

2. La Corporation de la Cité de Vanier est en accord avec la continuation de la politique Régionale établie en 1978 par laquelle la Régionale fonctionne comme une agence de ressources et de co-ordination concernant les questions de logement. Toutefois la Cité désire faire connaitre certaines réservations en ce qui concerne l'établissement proposée par la Régionale d'une société de logement sans but lucratif et que de son avis celle-ci pourrait doubler les efforts et les organisations déjà établis au niveau local.

3. La Corporation de la Cité de Vanier est en accord avec l'établissement d'un groupe de travail intermunicipal sur la question du renforcement des densités résidentielles. Celui-ci procurerait un mécanisme important de développement de normes pour les projets "infill" dans le "centre-ville" et il faciliterait un échange de renseignements sur les problèmes et les solutions vis-à-vis ce genre de développement.

4. L'ébauche de la politique Régionale de logement est compatible avec la politique municipale de logement de la Cité de Vanier approuvé récemment par le Conseil et qui est présentement à être revisé par le Ministère de Logements et des Affaires Municipales."

.../2

CANTON DE TOWNSHIP OF
Cumberland

C.P. BOX 15, R.R. 3, NAVAN, ONTARIO K0A 2S0 TELEPHONE 835-2526

March 28, 1984

Your File: 33.437
Our File: 22-90.12

OTTAWA-CARLETON RECEIVED APR 3 1984 PLANNING DEPARTMENT

Mr. David Kardish
Housing Co-ordinator
Planning Department
Regional Municipality of Ottawa-Carleton
222 Queen Street
OTTAWA, Ontario
K1P 5Z3

Dear Sir:

Re: Draft Regional Housing Statement Update

The Planning Department of the Township of Cumberland has reviewed the Draft Housing Statement Update and has presented this update to both Planning Advisory Committee and Council. The Township has no specific comments to make on this draft.

I have enclosed for your information a copy of the Planning Department's Report to Planning Advisory Committee dated March 14, 1984, Planning Advisory Committee's resolution no. 048 and Council resolution no. 0346. Should any further changes be made we would appreciate opportunity to comment.

Yours truly,

G.E. Lathrop,
Planning Director.

KI/GEL/ns
Encls.

CANTON DE TOWNSHIP OF

cumberland

CP BOX 15 RR 3 NAVAN ONTARIO K0A 2S0

TELEPHONE 835-2526

№ 0346 Date March 20 19 84

Moved by

Seconded by

That the Regional Planning Department be informed that the Township has no specific comments on the Draft Housing Statement Update.

PLANNING ADVISORY COMMITTEE

RESOLUTION NO. 048 Date: 13 March 1984

Moved by F.J. Cauley
Seconded by L.R. Armstrong

THAT there is no specific comment or objection to the Regional Housing Statement update, as circulated.

Carried.
B. Coburn (signed)

REPORT TO PLANNING ADVISORY COMMITTEE

DRAFT REGIONAL HOUSING STATEMENT UPDATE

March 14, 1984

File No. 22-90.12

BACKGROUND

The draft Regional Housing Statement Update is a statement of regional housing policy and acts as an update to the housing policies contained in the Regional Official Plan. The municipalities in the Region are being asked for their comments and the purpose of this report is to review this document for Planning Advisory Committee's and Council's information.

A representative of the Planning Department was involved on the Technical Advisory Committee and had an opportunity for input at an early stage. As a result there are few concerns with the report.

THE REPORT AND STAFF COMMENTS

The purpose of the Regional Housing Statement is to review the regional housing situation including the demand/supply trends as well as current government policies and to develop a comprehensive regional approach to housing. A copy of the major findings, conclusions and recommendations are attached.

The conclusions state some obvious trends over the last few years. There has been a trend to fewer persons per household; the economic situation has promoted a tight housing situation, especially for rental units; and rent-geared-to-income housing in the 1976-82 period occurred at a rate less than 25% of the 1971-76 period. As a result of this tight housing situation there are 3,000 families in the Region on waiting lists for rent-geared-to-income housing and of these, 900 families are considered to be in urgent need.

The recommendations of the report generally relate to the pressuring of senior levels of government to increase the supply of rent-geared-to-income programs and market rental units. In addition, further coordination with the municipalities and other government agencies, as well as regional review of the housing supply is suggested. The specific implications to the Township at this time are limited.

RECOMMENDATION

That the Regional Planning Department be informed that the Township has no specific comments on the Draft Housing Statement Update.

Pamela Sweet,
Assistant Director of Planning

PS/ns

1056-V
500-V

File 33-83-1

File No.: 2-86

1984-04-17

Gloucester

P.O./ C.P. 8333
Gloucester, Ontario K1G 3V5

Regional Municipality of Ottawa-Carleton,
Clerk's Department,
222 Queen Street,
Ottawa, Ontario.
K1P 5Z3

OTTAWA-CARLETON PLANNING DEPARTMENT APR 25 1984

OTTAWA-CARLETON RECEIVED 9:45 APR 18 1984 CLERK'S DEPARTMENT

Attention: Mr. W.H. Brunette,
Regional Clerk.

Dear Mr. Brunette:

Re: Ottawa-Carleton Regional Draft Housing Statement Update, 1984.

I am directed by the Council of the City of Gloucester to forward to you a true copy of Resolution No. 18 passed by City Council on April 16th, 1984 regarding the above. Would you please present this Resolution to the appropriate officials of your municipality.

Any questions regarding this matter should be referred to our Director of Planning, Mr. John G. Reid.

Yours truly,

Fred Meldrum

Fred Meldrum, City Clerk.

FM/lr

Encl.

c.c.: Mayor Fred G. Barrett.
John G. Reid, Director of Planning.

Gloucester

File No. 2-86

Resolution No. 18

Council Meeting, April 2nd 19 84

Moved by

Seconded by

WHEREAS the Council of the City of Gloucester has reviewed the Draft Regional Housing Statement Update prepared by the Regional Planning Department and the recommendations submitted by the Planning Department and the Planning Advisory Committee, File No. HO-031;

BE IT RESOLVED that Council recommends the approval of the Draft Regional Housing Statement prepared by the Regional Planning Department.

CARRIED

Fred G Guest
MAYOR

WP/84-03-16/sh

Social Planning Council of Ottawa-Carleton
Conseil de Planification sociale d'Ottawa-Carleton
256 King Edward Avenue, Ottawa, Ontario. K1N 7M1 (613) 236-3658

March 21, 1984

File
33.437.1

Mr. D. Kardish,
Regional Municipality of Ottawa-Carleton,
Planning Department,
222 Queen Street, 8th floor,
Ottawa, Ontario. K1K 1X3

Re: Draft Regional Housing Statement

Dear Mr. Kardish:

Thank you for forwarding a copy of the Draft Regional Housing Statement for comment by the Housing Committee of the Social Planning Council of Ottawa-Carleton. Enclosed please find a reply to this request in the form of a submission.

In general we are quite pleased that the Region is taking such an initiative, and hope that your office continues to be active.

Yours truly,

Beth Milroy,
Chairperson,
Housing Committee.

OTTAWA-CARLETON RECEIVED APR 30 1984 9 PLANNING DEPARTMENT

RM/sb

Suzanne Johnson, President
Frank Martin, Executive Director
Suzanne Lavergne, Directrice adjointe

Comments of the Housing Committee
Regarding the Draft Reginal Housing Statement Update - January 1984.

This commentary will deal mainly with the Summary of Major Findings, Conclusions and Recommendations found on pp. 4 - 13 of the Draft. While using this as the basis for comments, occasional reference will be made to the body of the Draft, in reference to specific points.

1.5 Summary of Major Findings, Conclusions and Recommendations

1.5.1 Findings

1.5.1.1 We concur with this observation

1.5.1.2 We concur with this observation

1.5.1.3 We concur with this observation

1.5.1.4 We concur with this observation

28

1.5.1.5 We concur with this observation, although we feel that too much emphasis is put on the effect of Rent Review, and not enough emphasis is put on the effect of interest rates. We suspect that the collapse of new apartment construction in 1976 was a result of massive over-supply to this market in previous years rather than a result of Rent Review. All sectors of housing except apartment construction continued to thrive, even under Rent Review, until interest rates rose and the recession struck in 1979-80. This whole area needs much more study before conclusions can be drawn.

1.5.1.6 We concur with this observation

1.5.1.7 We concur with this observation, although it is important to realize that those parts of the non-profit and co-operative program which are free from Provincial control may raise their proportion of RGI tenants over the life of the programs, and it becomes financially viable for them to do so as a project ages.

1.5.1.8 We concur with this observation

29

1.5.1.9 We concur with this observation, although we feel it is important to note that the incomes of lower income households tend to increase more slowly than the average and so, a situation where "income growth generally kept pace with growth in shelter costs" is usually one in which "the poor get poorer". The poor are much more affected by rental than ownership cost changes. We suggest it would be valuable to examine median, rather than average incomes, in constant dollars, on a year-by-year comparison. This may indicate more clearly the effects of shelter costs on people high and low on the income scale.

1.5.1.10 We concur with this observation

1.5.1.11 We concur with this observation

1.5.1.12 We consur with this observation, but we suggest these figures be specified separately for women headed households and men headed households. 30

1.5.1.13 We concur with this observation. We suggest these figures be specified separately for women headed households and men headed households.

1.5.1.14 We concur with this observation

1.5.1.15 We concur with this observation

1.5.2 Conclusions

1.5.2.1 We concur with this conclusion but would like to add the following becaue we are not fully aware of the bases for this projection. To the extent that average incomes, average percent increases in incomes per year, and average per cent increases in rental and ownership costs are used, projections may not indicate overall declining investment in housing by households. Again, a comparison of median incomes in constant dollars may be valuable. These figures will presumably bear on the rate of household formation, along with other factors. One might hypothesize that the rate of formation is declining substantially or is about to do so. (e.g. the American experience over the last 3 years has beendramatic: projected in 1980, formations were expected to be 1.7 million; actual in 1983 - 400,000.) 31

1.5.2.2 We concur with this conclusion, although in the context of our comments on 1.5.1.5.

1.5.2.3 This conclusion is not at all clear and in particular it is difficult to grasp what "....has not been effective at all in improving their situation." means. It appears that those in Social Housing stock are relatively well protected from recent price increases, but this stock is not growing fast enough to meet current demand (or even to keep abreast of it). 32

1.5.2.4 This conclusion may not be accurate on a number of counts:

i) At the present time it is impossible to tell how successful Rent Review has been for the middle income This conclusion would be more accurate if it said "..... have not been entirely effective...." 33

ii) On line 7 there should be a comma between non-profit and co-operative.

iii) Depending on the proponent the needs of moderate income households may or may not be met. For example, City Living must charge a "Market" rent to a middle income household in its new portfolio (because it is under Provincial control) while a Private non-profit or a co-operative can charge a Rent-Geared-to-Income for the same household under the new program (because it is under Federal control).

1.5.2.5 We concur with this conclusion

1.5.2.6 We concur with this conclusion

1.5.2.7 We concur with this conclusion, although we feel it is necessary to add that current programs could have their design significantly improved (for instance surpluses are not currently available for re-investment in housing but are returned to general revenue instead) before any shift in current housing programs is indicated.

34

1.5.2.8 We concur with this conclusion

1.5.2.9 We concur with this conclusion

1.5.2.10 We concur with this conclusion

1.5.2.11 We concur with this conclusion

1.5.2.12 We concur with this conclusion

1.5.2.13 We concur with this conclusion

1.5.2.14 While we agree that the Region must continue to monitor and co-ordinate, it must also adopt a more active role, particularly in relation to low and moderate income households. This would mean the establishment of a Regional resource which would either actively support the non-profit groups in each Regional municipality or would actively provide housing in the Region.

35

1.5.3 Recommendations

On Meeting Overall Annual Housing Requirements

1.5.3.1 We agree that this is a reasonable target

1.5.3.2 We concur with this recommendation

1.5.3.3 We concur with this recommendation

1.5.3.4 We concur with this recommendation

1.5.3.5 - a. We concur with this recommendation, although it must be stressed that this responsibility is shared with the Region.

36

b. We concur with this recommendation

1.5.3.6 - a. We concur with this recommendation

b. We concur with this recommendation

1.5.3.7 We concur with this recommendation

1.5.3.8 We concur with this recommendation

1.5.3.9 We concur with this recommendation

1.5.3.10 - a. We concur with this recommendation

b. We concur with this recommendation. This may involve increasing the number of RGI units required in each project, but it would probably be more effective to increase the levels of funding available for RGI rent reduction without stipulating a number of units to be provided, and removing restrictions imposed in the programs so that decisions on the number of RGI units provided would depend on a decision by the group and project economics to some extent, rather than totally on a central decision by the administrator. 37

c. We concur with this recommendation

1.5.3.11 We concur with this recommendation

1.5.3.12 We cannot agree with this recommendation since we feel that it makes a number of unwarranted assumptions and reaches untenable conclusions about social housing problems: 1) the social housing evaluation was flawed by serious problems of data and analysis, 2) that study argued that low income households were not being adequately served by the program, while the point of the program was to serve low and moderate income households, 3) the definition of income groups in the study is very restrictive, 4) the "shelter allowance" approach has had very little analysis in the Canadian context, and before it is proposed as a policy alternative it should be subjected to much more scrutiny, 5) there has been little analysis of the long-range costs of the shelter allowance approach, but what little has been done indicates that it will be very expensive. 38

This recommendation should read: "That Regional Council take the opportunity during the current social housing evaluation by CMHC to express its concern with the limited number of Rent-Geared-to-Income units allowed by program design, particularly in the early years. If new programs are to be adopted or if current programs are to be changed, then they should provide for more RGI units. The development of small scale 100% assisted projects for low and moderate income households by existing non-profit and co-operative agencies, as well as "shelter allowances" are two programs which should be further investigated in this regard."

1.5.3.13 We concur with this recommendation

1.5.3.14 We concur with this recommendation, with the caveat that the needs rating system should not be a bar to inclusion on this co-ordination and should be dispensed with if it stops agencies from joining a registry. 39

1.5.3.15 We concur with this recommendation

1.5.3.16 We concur with this recommendation

1.5.3.17 We concur with this recommendation

1.5.3.18 We concur with this recommendation

1.5.3.19 We concur with this recommendation

1.5.3.20 We concur with this recommendation

ROYAL OTTAWA HOSPITAL
HOPITAL ROYAL D'OTTAWA

Royal Ottawa Regional Rehabilitation Centre
Centre régional de réadaptation royal d'Ottawa
505 SMYTH, OTTAWA, ONTARIO, K1H 8M2 TEL. 613/737-7350

File 37-43

OTTAWA-CARLETON
RECEIVED
MAR 12 1984
PLANNING DEPARTMENT

March 8, 1984

Mr. D. Kardish,
Regional Housing Co-ordinator
Regional Municipality of Ottawa-Carleton
222 Queen Street
K1P 5Z3

Dear Mr. Kardish,

I am writing in reply to the section on Special Needs Housing in your recent report "Draft Regional Housing Statement Update", to emphasize the need for a central registry.

40

In my work on the spinal cord team at this Centre, I am constantly aware of the need for a list of accessible housing to be maintained with vacancies as they arise. At present the broad categories that provide for independent living (as opposed to various types of group homes) are

- Co-operative/Non Profit
  of which a sub-category are Independent Units with daily support care
- Private Developments

The list of accessible housing published by the Rehabilitation Institute of Ottawa (December 1983) shows that there are approximately 20 co-operatives providing a variable number of accessible units.

The problem with the present system is one of matching. It has happened on several occasions that co-operative units with an available unit have filled their vacancy with an able bodied person in spite of a waiting list of disabled clients on various housing lists. This situation arises because there is no mechanism to locate clients who require adapted units.

The need for a central registry is urgent and should address both aspects of the problem-provider and client. Regular checks should be made to ensure that vacancies are notified immediately to the central list. The following guidelines are suggested

1. Accessible housing can be divided into 3 groups:
   - accessible with *rent subsidy
   - accessible with no rent subsidy
   - accessible with support care, with or without subsidy

*Rent subsidy is usually available only as a percentage of all accommodation and is not tied to a particular unit. A supplement may not be available at the time a vacancy occurs for an accessible unit.

2. The Rehabilitation Institute have described maximum and minimum standards for a definition of "Accessibility" in their recent inventory of accessible housing in Ottawa

   Accommodation can be grouped further into:-wheelchair accessible
   -for the sight impaired
   -for hearing impaired

Consumers can also be asked to identify their needs according to the same groups, adding any special requirements. A statement of income would be helpful in order to indicate whether rent supplement is necessary.

The need for a central register has been cited both in a workshop on Special Needs Housing sponsored by the Social Planning Council in November, and in the report on Long Term Care Needs of the Disabled by Evelyn Hough and George Torrence. At a recent meeting of interested parties it was considered that the Regional Municipality was in a key position to implement the task. I urge that facilities and staff be made available.

Yours truly,

Madeleine Joseph

Madeleine Joseph, M.S.W.,
Social Work Department

c.c. Harry Allan, Chairman, Regional Planning Committee
Regional Municipality of Ottawa Carleton (CRMOC)
222 Queen Street
Ottawa, Ontario.
K1P 5Z3

Ralph Hasenack, Chairman
Social Health Policy Committee
RMOC
222 Queen Street
Ottawa, Ontario
K1P 5Z3

REHABILITATION INSTITUTE OF OTTAWA

A voluntary organisation concerned with the non-medical needs of the physically disabled.

INSTITUT DE RÉADAPTATION D'OTTAWA

Organisation bénévole visant les besoins non-médicaux des handicapés physiques.

OTTAWA-CARLETON
RECEIVED
MAR 12 1984
PLANNING DEPARTMENT

March 8, 1984.

Mr. Dave Kardish,
Housing Coordinator,
Regional Municipality of
Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario
K1P 5Z3

Dear Mr. Kardish:

Enclosed is the Rehabilitation Institute of Ottawa's letter of support for a housing registry for disabled persons.

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We applaud your initiative in recommending that the Regional Municipality of Ottawa-Carleton establish one, for from experience we know this is a great need in our community.

Having reviewed the Draft Statement on this subject, there are a few comments we would like to make. We believe the name of the Registry should be "Housing Registry for Disabled Persons", rather than "Disabled Housing Registry", as this infers that the housing is disabled. Also in attempting to define the characteristics of the target population, the word "disease" is used to describe disorders of the musculoskeletal system and the sense organs of sight and hearing. This is not really accurate as many of the disorders are not caused by disease and we believe there is a negative implication attached to the word "disease". The word "disorder" or "malfunction" is more appropriate in our view.

Thank you for your interest in this matter and best wishes in your endeavour.

Yours sincerely,

Rae Finley

(Mrs.) Rae Finley,
Board Member,
Rehabilitation Institute of Ottawa.

/h

1400 Clyde, Suite 222, Nepean, Ontario, K2G 3J2 (613) 224-1522 (TDD)

United Way of Ottawa-Carleton
Centraide Ottawa-Carleton

REHABILITATION INSTITUTE OF OTTAWA **INSTITUT DE RÉADAPTATION D'OTTAWA**

A voluntary organization concerned with the non-medical needs of the physically disabled.

Organisation bénévole visant les besoins non-médicau : des handicapés physiques.

March 6, 1984.

Mr. Dave Kardish,
Housing Coordinator,
Regional Municipality of
Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario
K1P 5Z3

Dear Mr. Kardish:

I am writing in response to the Draft Regional Housing Statement Update.

As a voluntary organization concerned with the non-medical needs of the physically disabled, the Rehabilitation Institute of Ottawa (RIO) has been involved with housing. Due to the many calls received by our information service and integrated housing project, the RIO feels that there is a real need for a centralized registry of accessible housing for the disabled. At present, with our limited resources, the best the RIO can do to assist callers looking for accessible housing is to send them a list describing accessible co-ops, non-profit and private developments in the Region. We cannot give these callers any indication of availability or cost. Thus the caller is required to commence a long, often futile, search through the list. Also, many of the calls we receive are from people requiring housing immediately and so the list we are able to send them is not very satisfactory.

On page 63 of the Regional Housing Statement the problem of a lack of a universal registry to match disabled individuals with appropriate housing is addressed. The RIO would certainly agree with the recommendation that Council explore the possible establishment of a "Disabled Housing Registry".

As previously mentioned, the RIO does not have the resources, i.e. staff, computer, etc. to take on the task of establishing and maintaining a "Disabled Housing Registry". The RIO can think of no more appropriate body than the Region to take on this task and would encourage Council to do so.

In order to establish a "Disabled Housing Registry" two lists would be required - one list on the accessible housing available and one list on people looking for accessible accommodation.

It is very important to state the degree of accessibility of the housing listed. This could be broken down into three major categories of accessibility - minimum, moderate and maximum. Each category could be ranked by a list of approximately 30 specific aspects of accessibility, i.e. lowered counters, lever handles, lowered light switches, etc. Any accessibility

.../2

1400 Clyde, Suite 222, Nepean, Ontario, K2G 3J2 (613) 224-1522 (TDD)

features for the sight and hearing impaired should also be noted. The description of accessibility is very important because there is no point in referring a high level quadraplegic to a minimaly accessible apartment or a person who walks with the aid of a cane to a maximumly accessible apartment.

On the list of available housing it would also be important to have some way of finding out whether a subsidy is available or possible. Because many disabled people are on limited incomes, rental subsidies are often necessary.

Other, more obvious features about the housing should also be listed, i.e. number of bedrooms, address, etc.

On the list of people looking for accessible housing,information on family size, income and disability should be included. These items will be necessary in order to match them up with appropriate housing. At this point it would seem to be important to stress that disabled individuals using the registry must be able to live independently or have their own means of support. It would be much too difficult for the Registry to try to arrange support care as well.

As is evident from the above suggestions, any "Disabled Housing Registry" would have to be computerized and updated at least quarterly.

The RIO feels strongly that there is a need in the Region for a "Disabled Housing Registry" and supports the recommendation that Regional Council establish such a Registry. Our Director of Services, Mary Anne van Gaal, would be pleased to further discuss these suggestions with you and assist the Region in the establishment of a Registry.

Sincerely,

David Martin,
President,
Rehabilitation Institute of Ottawa.

cc: Mr. Harry Allen, Chairman, Planning Committee
Mr. Rolf Hasenack, Chairman, Social & Health Policy Committee.

1036
500-1

OTTAWA YM-YWCA d'OTTAWA
180 Argyle K2P 1B7
(613) 237-1320

File 33-437

— call re: house sharing registry

OTTAWA-CARLETON RECEIVED MAR 19 1984 PLANNING DEPARTMENT

March 15, 1984

Mr. Harry Allen
Chairman, Regional Planning Committee
Regional Municipality of Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario
K1P 5Z3

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Dear Mr. Allen,

I am sending you a copy of a letter of support that I have sent to David Kardish, Housing Co-ordinator, Policy and Program Division, Planning Department for the Regional Municipality of Ottawa-Carleton, concerning a registry of accessible housing.

Thanking you in advance for the attention that you will be providing to this matter. I remain,

Yours truly,

Bonnie Boivin

Bonnie Boivin
Housing Placement Service

/lr

downtown building, édifice de centreville 180 Argyle • west Ottawa building, édifice d'Ottawa ouest 200 Lockhart

67

OTTAWA YM-YWCA d'OTTAWA
180 Argyle K2P 1B7
(613) 237-1320

File 334B7.1

OTTAWA-CARLETON RECEIVED MAR 16 1984 PLANNING DEPARTMENT

March 15, 1984

Mr. Dave Kardish
Housing Co-ordinator
Regional Municipality of Ottawa-Carleton
222 Queen Street,
Ottawa, Ontario

Dear Mr. Kardish,

After reading the draft Regional Housing Statement Update, I would like to state my concerns about the co-ordination of housing services for the handicapped and to support the suggestion to have a housing registry that would service these clients.

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It is stated in the draft, on page nine, that "there is a lack of information about the availability of housing resources in the Region. This, in combination with the plethora of programs and groups, under and by which housing is developed often confuses those looking for housing assistance." I find this is especially so for handicapped individuals.

At the YM-YWCA, we have difficulty placing these people on a waiting list at such places as the Ottawa Carleton Housing Authority or at City Living, because this is not considered a permanent address and also they have a waiting list of 6 to 12 months.

It has also been our experience at the YM-YWCA, that when we have clients who are handicapped and need accessible or modified housing they will need emergency accommodation for a greater period of time than a mobile client.

I should also mention that the Housing Placement Service has very few listings in the community with accessible facilities.

.../2

There was a suggestion made by a group of concerned agencies, to have a housing registry for the handicapped. This program would mean having one place to call and not having duplication of services.

It was felt that this program would be better serviced by the region, because of their access to a computer, being a recognized agency, etc. It was thought that this agency would be in contact with the different groups and agencies, who offer housing for the handicapped. It would also evaluate the clients as to what type of facilities they would need.

I would like to thank you for the attention that you will give to this matter, I remain,

Yours truly,

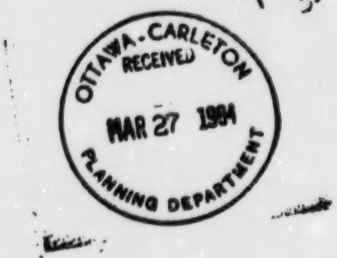
Bonnie Boivin
Housing Placement Service

BB/lr

c.c. Rolf Hasenack
Harry Allen

OTTAWA YM-YWCA d'OTTAWA
180 Argyle K2P 1B7
(613) 237-1320

F-6 33437



March 23, 1984.

Mr. D. Kardish,
Housing Coordinator,
Planning Department,
Regional Municipality of
Ottawa-Carleton,
222 Queen Street,
OTTAWA K1P 5Z3

Dear Mr. Kardish:

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I am replying to your letter of February 7, 1984, File: 33.437 addressed to Ms. Sutton. The Housing Committee of the Ottawa YM-YWCA has taken the opportunity to review the copy of the Draft Regional Housing Statement Update which you sent. We appreciate the opportunity to review this policy statement. Ms. Sutton has already sent a letter supporting the idea of having a Housing Registry for the Handicapped which the Committee endorses.

We also recognize the critical housing problems being faced by people with lower than average incomes due to the short supply of affordable housing. Any measures the Regional Municipality of Ottawa-Carleton can take to assist this segment of the population should receive a high priority.

We are interested and concerned about housing issues in Ottawa-Carleton and will continue to monitor the activities undertaken by the Regional Municipality of Ottawa-Carleton in this area.

Yours truly,

Ann L. Pearson

Ann L. Pearson,
Program Executive - Housing.

ALP/lg

c.c. Lynne Tyler, Chairperson, Housing Committee, Ottawa Y
Mary Hackett, Chief Executive Officer, Ottawa Y
Nancy Smith
Diane Holmes

File 33 +31

CENTRETOWN CITIZENS (OTTAWA) CORPORATION
NON-PROFIT HOUSING · LOGEMENT A BUT NON-LUCRATIF

March 2, 1984

OTTAWA-CARLETON RECEIVED MAR 5 1984 PLANNING DEPARTMENT

Dave Kardish,
Housing Co-ordinator
Planning Dept.
Regional Municipality of Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario
K1P 5Z3

40 Dear Mr. Kardish,

We are writing in reply to your letter of February 7, 1984, which was appended to the draft "Regional Housing Statement Update".

On the subject of waiting lists for disabled applicants, we would like to express our support for the establishement of a regional waiting list as outlined on page 63 of the draft report.

As a third sector housing provider, we have had a very frustating time in trying to house handicapped tenants, particularly tenants who are confined to wheelchairs. Out of the eight units we have that are specifically constructed or adapted for wheelchair use, we are housing wheelchair-bound tenants in only three of the units.

Although we do not doubt that there are many people in the region who require this type of accomodation, it is our feeling that they are either unaware of what is available or, in some cases, unable to search out the information for themselves.

We suggest that a regionally-kept waiting list of existing units that are designed or have been modified for handicapped tenants would be of benefit to the applicants as well as to the providers.

The list should, in our opinion, keep track of all such units by degree of accessibility (some units being suitable for certain tenants, ie: paraplegics but not necessarity quadraplegics), as well as by size, location, proximity to services, etc. At the time such a unit becomes available, the provider would contact the registry and inform them of whether a subsidy for rent would also be available with the unit.

A similar cross-list of applicants should include the type of housing required, the pertinent personal information (size of family, ages, income, etc.) and the type of support care needed, (keeping in mind that, generally speaking, third sector housing groups cannot provide this component.)

..... 2

HUDAC OTTAWA

P.O. BOX 2787, STATION D, OTTAWA, ONTARIO K1P 5W8

Referrals to the waiting list could be made through informing various groups and individuals who deal with handicapped people and would allow those people, who often have mobility problems, to apply to one agency and thus not have to spend a lot of time and energy tracking down various housing groups and arranging for individual appointments.

We feel this service is needed by our handicapped community and should be a regional concern, and we therefore support the establishment of such a waiting list.

Sincerely,

Patrick Savoie

Patrick Savoie
Chairperson,
Rental Committee,
Centretown Citizens (Ottawa) Corporation

c.c. - Rolf Hasenack, Chairperson, Regional Social Services Committee

draft draft draft draft draft draft draft draft draft draft draft

A PROPOSAL

for a

REGIONAL SPECIAL NEEDS HOUSING REGISTRY

Submitted to

the

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

by

DALY CO-OPERATIVE INC.

100-2410 Southvale Crescent, Ottawa, Ontario, K2P 0K6

(613) 733-7318

MAY 1984

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78

CONTENTS

1. Introduction

1.1 Introduction

1.2 Objective

1.3 Structure of the Proposal

1.4 Definitions

2. Background

2.1 Daly Co-operative Inc.

3. A Special Needs Housing Registry

3.1 Objective

3.2 Rationale

3.3 Method

3.4 Management

3.5 Facilities

3.6 Staff

3.7 Linkages

3.8 Other Opportunities

3.9 Funding

3.10 Budget

4. Conclusions

5. References

DALY CO OPERATIVE INC.

100 2410 Southvale Crescent, Ottawa, Ontario, K1P 5A9
(613) 733-7318

hp1 5/84

A DRAFT Proposal for a Regional Special Needs Housing Registry

1. Introduction

1.1 Introduction

This proposal has been written in response to the draft of the Regional Municipality of Ottawa-Carleton's Housing Statement Update of January 1984. Daly Co operative Inc. is pleased to submit this proposal for establishing and operating a Regional Special Needs Housing Registry in line with the stated recommendations of the Housing Statement.

1.2 Objective

The objective of the proposal is to outline a Housing Registry which would serve the special needs community of Ottawa-Carleton. Currently, there is no one agency to which the disabled or the professional support community can turn for assistance in finding appropriate housing and the essential support services so necessary for successful integration into the community at large. Thus, the objective of the proposed Housing Registry is to co-ordinate and increase the take-up of special needs housing units by disabled persons. In order that this objective can be realized, there are a number of related tasks that will be essential to the success of the proposed Registry.

1.3 Structure of the Proposal

The proposal is divided into five sections. The Introduction lays out the very basic objectives of the proposal and the Housing Registry, as well as a few definitions of unfamiliar terms. The Background provides basic information on Daly Co-operative which has had the idea of a special needs housing registry in mind for the past two years, and which now proposes to set up and operate such a registry. Section 4, outlines the proposed Housing Registry in some detail, along with other potential opportunities which could be of substantial benefit to the special needs community. Section 4 contains the Conclusions to the proposal.

1.4 Definitions

Throughout this proposal a number of terms are used which may not be familiar to the reader. The following definitions are intended to clarify those terms.

Accessible - that which is safe, comfortable, and convenient for all persons, including the physically disabled. Accessible housing can be subdivided into that which provides specifically for hearing, sight, and mobility disabilities.

Disabled - those persons with some form of physical, psychiatric, or mental disorder.

Independent living - refers to the lifestyle opportunity which permits and encourages an individual to live to his full potential, to make his own decisions, to exercise control over his life situation, to direct his own affairs, with "support assistance," in accessible accomodation, where required.

Special Needs Housing - here indicates that some provision for physical or psychiatric disabilitiy is offered. It may include rent-geared to income, physical accessibility, physical or psychological support assistance, etc.

Support assistance - is used in place of the more commonly used "support care" to define what is, and is intended to be, only a non-medical, physical support service designed to increase the opportunity for disabled persons to live independently to their fullest potential; "Support assistance" is viewed by the Co-operative to be more in keeping with the intent of such independent living support programs.

2. Background

2.1 Daly Co-operative Inc.

Daly Co-op is unique in Canada. The Co-op was established in 1981 with the express objective of providing affordable, accessible, and integrated accommodation to persons of all backgrounds, both disabled and able-bodied, in a co-operataive community environment. The project was completed in September 1983 and is now home to about 150 persons, including twelve disabled members who receive support care assistance.

The Co-op requires the participation and encourages the socialization of all members. Thus, the management and administrative structure of the Co-op, and a variety of accessible common spaces - a Community Hall, a Hobby Room, a

Lounge, and an Office, as well as outdoor open space - have been designed to provide the opportunity for participation and socialization.

The Office, in particular, was designed to provide the space necessary for the management and administration of the Co-op and also to provide space for volunteer and other activities. The Office is larger than required for Daly's own needs, the idea being that additional activities - eg: a housing registry - would be easier to realize if the Co-op had extra space available.

The realization of the project, its design and development, have provided members of the Co-op with invaluable experience in various areas including accessible design, social design, co-operative development and management, marketing of special needs housing, support systems, and a knowledge of the agencies (CMHC, COMSOC, OCHAP, etc.) providing assistance in these areas.

The Co-operative is in the process of incorporating a wholly-owned charitable corporation specifically to take advantage of opportunities to develop the concept of integrated, accessible, and co-operative housing beyond the existing model. As well, the Co-op hopes to overcome some of the obstacles in the path of the development, the marketing, and the take-up of accessible accomodation. It is to these ends that the Co-op is working towards the following:

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- a day care centre for children of members and the surrounding community;

- a day program for socially disadvantaged members and persons from the surrounding community;

- a consulting service to facilitate the application of an adequate accessible design guideline to other special needs projects and to develop more projects along the lines of Daly Co-op;
- a self-managed, non-medical, physical support assistance program which can be expanded beyond Daly Co-op;

- a half-way house project within Daly Co-op to provide both the essential physical support and the morale support necessary for individuals coming from institutions, in preparation for independent living in the community at large;

- a housing registry for accessible units in co-operative projects throughout Eastern Ontario;

- an "accessibility rating system" for accessibile units in co-op projects.

Each of these projects is intended to expand and develop the opportunity to improve the quality of life for all persons. An additional benefit arises insofar as these projects also create job opportunities for a number of people, both disabled and able-bodied.

The charitable subsidiary is intended to take maximum advantage of the funds available and also separate the housing component from any and all other enterprises. The Co-op ,per se, has no funds to undertake any of the above projects; however, it can contribute by way of sharing of equipment and space already available.

3. A Special Needs Housing Registry

3.1 Objective

The objectives of the Housing Registry will be the follwing:

- -to provide one stop shopping for consumers of special needs housing;
- -to provide one stop marketing for owners of special needs housing;
- -to increase the take-up of special needs housing by disabled persons;
- -to develop an "accessibility rating system" for special needs housing;
- -to develop a comprehensive registry of special needs housing in the Region;
- -to develop a comprehensive list of consumer service agencies in the Region providing assistance to persons with special needs;
- -to provide a co-ordinated approach to the marketing of special needs housing;
- -to pursue the opportunities for the sharing of available special needs housing (both rental and owner-occupied) by two or more persons, at least one of whom will be disabled;
- -to facilitate the matching of consumers to appropriate special needs housing;
- -to develop a database from which information can be extracted for specific purposes relating to the disabled community at large.

These objectives will be reviewed on a regular basis (quarterly for the first year, and annually thereafter) and modified to reflect the changing demands of the marketplace and the goals of the Region.

3.2 Rationale

The Draft Housing Statement Update states that there is a lack of information available about housing resources in the Region, and that a plethora of programs confuses those in need of assistance (Update, pg. 9). The point might also be made that it is those who are most in need of assistance who are most likely to be confused by the existing system. The Region faces the age-old problem of making the system accessible to those for whom it was intended, without opening it to excessive abuse from those who don't need it or who don't qualify. Currently, there is no one place to which the disabled person, or the support community, can turn to locate appropriate housing for the disabled individual.

The Statement goes on to say that the Region's most important role, besides developing housing, is in the co-ordinating and monitoring of various sectors of the housing market (Update, pg. 9). The Statement also makes the point that the greatest need is probably in the areas of Special Needs Housing, in spite of the fact that this cannot be substantiated (Update, pg. 62).

The physically and psychiatrically disabled included in Special Needs probably find it the hardest, not only to find appropriate housing, but also to deal with the system which is there to provide help. This is likely to be especially true in times of extraordinary stress, as is the case when out of work and out of home. Consequently, there is a desparate need for a program to actively seek the placement of hard-to-house persons. It would seem that a Special Needs Housing Registry would be the most logical approach to the problem.

Recommendation 14 of the Housing Statement Update suggests that,

> .....Regional Council in co-operation with the various housing agencies in the Region explore the ways to co-ordinate existing waiting lists for all rent-geared-to-income housing including the establishment of a "needs rating system," acceptable to affected agencies, for those who qualify for housing assistance (Update, pg. 12).

The Housing Registry can tackle several distinct and overlapping housing areas but, to start, should probably concentrate on the one which is seen to be the easiest - accessible accomodation - if only because of Daly Co-operative's familiarity with it. Inasmuch as there is a desparate need for suitable housing for the (post-) psychiatrically disabled the Registry should include it as well. Thus, the Registry would include housing for the....

- mobility disabled with support assistance;
- mobility disabled without support assistance;
- visually impaired with support assistance;
- visually impaired without support assistance;
- hearing impaired with support assistance;
- hearing impaired without support assistance;
- post-psychiatically disabled with support assistance;
- post-psychiatrically disabled without support assistance.

Obviously, the level of accessibility and support will have to be assessed for each unit added to the Registry. Credibility amongst the disabled will be essential if the Registry is to achieve its objectives, and the only way to achieve that very necessary credibility is to fit the individual to the available housing in the most efficient and acceptable way possible; that means being able to determine the level and kind of accessibilty and support services required by each individual, and knowing what each housing unit (or) project has to offer.

Housing will have to be assessed on the basis of a number of criteria if the Registry is to work. From Daly Co-op's experience, and from the literature (Phillips, 1983) it is likely that the minimum acceptable criteria would include accessibility, cost, location, facilities, neighbourhood amenities, distance to additional amenities, availability and type of support assisstance, etc.

There are, invariably, difficulties in the development of new projects. This is especially true of housing designed for persons with special needs. Those groups requiring accessible housing, for example, tend to be much more stable in their housing situation than other segments of the population. One reason is the problem of defining accessible accomodation; in short, there are few standards of accessibility and the application of minimum standards do not necessarily make an dwelling "accessible" to all disabled persons. Another reason is fear of the unknown and, thereby, a willingness to tolerate a less than adequate situation when the alternatives are not adequately understood. The marketing of accessible units to the disabled is a long and involved process.

3.3 Methodology

Obviously, the first task will be to identify the specific tasks to which the Registry should first devote itself. An outline is presented herein (Section 4.1). Secondly, staff will have to be hired and additional equipment purchased (telephone, computer, etc., though this will be minimal).

It is proposed that the Registry tackle, first, the task of setting up a Registry of accessible housing for the physically disabled. Daly co-op has, as has been mentioned, a good start on this aspect already. Additional work would be required in categorizing the available housing in term of its suitability for different needs groups (as discussed in Section 3.2). The

second, or coincidental, task would be to concentrate on housing for the (post-)psychiatrically disabled, and it is expected that this task would become easier as the Registry became known throughout the community.

Also coincidental with the identification of special needs housing would be the development of a housing point rating system which could be used with the Ottawa-Carleton Regional Housing Authority point rating system for families on its waiting list. Obviously, the Special Needs Housing Registry would have to be linked to the OCRHA at one level or another.

Another aspect of the problem that must be addressed has to do with the marketing of special needs housing. Bluntly, no-one seems to know how to do it adequately; little time and effort is spent in determining why a goodly proportion of accessible housing is often occupied by non-disabled persons; one report states that 32% of accessible housing in a western Canadian city is occupied by non-disabled (Phillips, 1983, pg.122 ff).

Daly Co-operative has tackled the problem head-on, and hopes to produce a report on the marketing and take-up of accessible housing in the Region. There are aspects of the problem which Daly Co-op has not been able to pursue, simply because it does not have the money - it is, first and formost, a functioning housing community; it has not got the financial resources to compile a complete list of special needs housing in the Region, or to define what constitutes special needs housing, let alone all the other aspects such as location, distance to amenities and necessities, accessibility, take-up, and the matching of special needs tenants to specific units and subsidy programs.

The Registry must address the needs of all individuals, families, landlords, and agencies involved in the special needs community if it is to succeed.

3.4 Management and Administration

The Housing Registry would be managed by a Board of Directors (volunteer or otherwise) drawn from various interested segments of the community - non-profit housing, special needs organizations, government, etc. It is recommended that the Board have nine Directors.

Daly Co-op would prefer to have one seat on the Board, inasmuch as the Registry would function from Daly facilities; that Director would be appointed by the Co-op's Board of Directors and would function, in addition to his role as a Director of both Boards, as a liason between the two Boards. The Registry's employees, while they might be members of Daly Co-op, would not be eligible to sit on the Registry's Board.

Day-to-day management of the Registry would be in the hands of a Co-ordinator, whose duties are described below.

3.5 Facilities

The Co-op office is fully equipped with telephones, typewriters, a copier, desks, tables, chairs, bookcases, etc., and it is probable that an arrangement could be worked out with the Co-op such that facilities could be shared. Such an arrangement would accomodate a faster and easier start-up than if the Housing Registry had to start from scratch. Also, by operating from an established facility the Housing Registry could reduce substantially its startup and operating costs. As well, it would share some of the credibility and the expertise that Daly Co-op has established over the past three years.

3.6 Staffing

The Housing Registry will require the services of two persons - a supervisor, and one assistant - on a full-time basis. They will be responsible for all duties as outlined below.

> Co-ordinator - will be responsible for the organization and the development of the Registry, the supervision of staff, the day-to-day operation of the Registry, budget, etc.
>
> Assistant - will provide the office support for the co-ordinator and fill in for the co-ordinator as required.

The Co-ordinator should have a good appreciation for the requirements of accessible accomodation, organizational and supervisory experience, some bookkeeping, and good research experience.

The Assistant will have good office skills, including word processing, filing, and secretarial skills.

3.7 Linkages

Daly Co-operative now has good linkages throughout the community, as a result of the efforts the Co-op has made over the last two years to generate support for the Co-op, its concept, its programs, and for purposes of marketing the units (ie. generating the necessary membership). The Co-op conducted a survey of need and demand for accessible, integrated housing units through 1982-83, and subsequently, used many of the existing units as models (both good and bad) for the design of the Daly project. Consequently, members of the Co-op have a good knowledge of much of the other special needs units existing in the community; they have contacts in the community who can, reasonably quickly, identify most of the remaining units.

3.8 Other Opportunities

Beyond the initial Registry lie a number of areas in which an established Registry could expand into related areas including,

- non-profit and co-op housing
- transient accomodation
- emergency housing
- special needs students
- co-sharing opportunities

The Co-op could, once the initial work of setting up the Registry was completed and it was running well, expand its operation into other areas such as research, data base compilation, etc. The Update states that, because the housing requirements of the Special Needs Groups are not well documented, an overall assessment of the requirements are not possible at this time (Update, pg. 62). The establishment of a Housing Registry which would function over the next five years, and beyond, would provide a base of relevant information and statistics from which the need and requirements could be substantiated.

The Registry, because of the need to develop and accessibility rating system, could provide the base of data necessary to support the development of a true accessibility standard, which does not now exist (in spite of the fact that there are many accessible buliding codes and guidelines available).

In addition, Update states that,

> .....though a significant amount of activity is currently being planned or carried out ..... housing for special (needs) groups is not being comprehensively planned. The overriding problem is that no agency has a clear understanding of the number of people requiring special needs housing, their incomes, and special facilities and services required (Update, pg. 62).

The Registry could be a significant boost to the co-ordination of all aspects of the social housing and special needs community.

3.9 Funding

The Co-op has no funds of its own for any purpose other than the operation of the housing component; the Support Assistance Program will be funded, through a separate charitable corporation, by the Ontario Ministry of Community and Social Services. The administrative necessities of both of the existing projects has lead to the establishment of a fairly complete office within the Co-op. As such, much of this equipment could be shared by the Housing Registry, without a large expenditure. Thus, the major financial demands of the Registry would be from wages and not from peripheral components - rental of equipment,

etc. The Co-op expects any project to pay its own way, but has no motive for profit.

3.10 Budget

item	monthly	annually
salary - co-ordianator (incl. benefits)	2000	24000
salary - assistant (incl. benefits)	1500	18000
office rent	100	1200
equipment	100	1200
supplies	100	1200
telephone	50	600
insurance	25	300
legal	25	300
contingency	100	1200
total	4000	48000

Extraordinary Startup Expenses

- computer 5000
- supplies 1000

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Wiggins, Stephen F. (1983). Specialized Housing, in Crewe and Zola (1983).

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Ontario

OTTAWA-CARLETON REGIONAL HOUSING AUTHORITY

COMMISSION REGIONALE DE LOGEMENT OTTAWA-CARLETON

Feb 33.487

February 27th, 1984

Mr. David Kardish
Regional Housing Co-ordinator
Directorate of Policy & Program Division
Regional Municipality of Ottawa-Car leton
222 Queen Street
Ottawa, Ontario
KIP 5Z3

OTTAWA-CARLETON RECEIVED MAR 1 1984 7 PLANNING DEPARTMENT

Dear Mr. Kardish:

Re: Central Registry of Accessible Housing Units

The Ottawa-Carleton Regional Housing Authority recognizes the need to establish a central registry where an up-to-date inventory of accessible housing units for the physically disabled can be maintained. As pointed out on Page 62 of the January 1984 Regional Housing Statement Update (Draft), "the overriding problem is that no agency has a clear understanding of the number of people requiring special needs housing, their incomes, and special facilities and services required."

A central registry would list units according to their level of accessibility, with or without support care. Registry staff would have the task of updating the inventory on a regular basis and should be prepared to provide accurate information to qualified and interested physically disabled applicants.

As identified in the February 1984 draft report prepared by the District Health Council, the three groupings of housing for the disabled should be divided into three categories:

a) accessible housing with no rent subsidies.

b) accessible housing with rent subsidies.

c) accessible housing with rent subsidies and any on-site support care.

For your information, the Ottawa-Carleton Regional Housing Authority has approximately 163 modified units in its own public housing stock. However, these units, when vacant, cannot be reserved for the disabled. The disabled applicant's housing application must be point-rated according to our provincial point rating scale along with able applicants' applications. These units are offered to individuals based on the applicant's overall need.

...2/

220 laurier avenue west ottawa ontario k1p 5z8 telephone 236-0331

The only units which can be registered with a central registry would be the thirty-nine (39) units in the Rent Supplement Programme that are housed in conjunction with the Rehabilitation Institute, as well as, eight (8) units in the adult group home (C.O.R.D.I.) on Pullen Avenue.

As the Region has access to a computer, it would seem logical that they take on the responsibility for monitoring the availability of accessible disabled housing stock and providing up-to-date information through a central registry. This registry will link interested disabled applicants with landlords who have available accessible units.

Please consider this letter a Letter of Support for the establishment of a central registry to be run by the Region.

Sincerely yours,

R. LeBreton
General Manager

:pmt

File 33.437

DAYBREAK NOUVEAU DÉPART

NON-PROFIT SHELTER (ECUMENICAL) CORP. SOCIÉTÉ DE LOGEMENT (ŒCUMÉNIQUE) SANS BUT LUCRATIF

384 Arlington Ave.,
OTTAWA, Ontario, K1R 6Z5
March 12, 1984.

Mr. David Kardish
Housing Co-ordinator
Regional Municipality of
Ottawa-Carleton
222 Queen Street
OTTAWA, Ontario
K1P 5Z3

Dear David:

It was good talking with you the other day. It seemed such a long time since you assissted us in our initial stages of growth.

I would like to take this opportunity of responding to your invitation to place before you a couple of concerns that we have. The first relates to the basic belief which seems to underly housing strategy, that is that the norm is a single family dwelling. As a result housing for single persons is an exception. Is it not possible to approach housing strategy having in mind housing for families and those of special need. It is a concern to us because it forces us as well as others into a process of committee adjustment. I realize we are protruding on an area of individual municipal responsibility, however your influence might expedite the present review being undertaken. 41

In this connection we are in need of assistance from the region and municipalities to effect a change which would require objectors to the committee of adjustment ruling to do more than pay $100 down, thereby forcing us and other to the OMB. Objectors should be required to substantiate their objection. As the matter now stands, the delay caused by being forced to the OMB can result in our loss of a valuable piece of property which would provide housing for a special group of citizens, for these folk too are citizens of our community and are in need of our assistance. 42

..2.

... David Kardish

43 Finally, the region could provide some moral persuasion which would encourage the Provincial Government to take a greater responsibility for those who have been discharged from our mental hospitals. We obviously concur with the policy of encouraging their integration into the community but most of them are in no position on their own to do so.

Daybreak exists because of the social shortfall in our community. Our special needs people are not a group who are particularly attractive to the commercial market and so housing accommodation for them, what little there is, is expensive and inadequate. The rehabilitation which we have seen in our short lifetime encourages us to be their advocate. We hope that our voices will be heard on their behalf.

I know of your present concern and best wishes and appreciate the help that you have been to us at a time when we were learning to walk.

Best Regards,

Yours sincerely,

Rev. Robert G. Percival
President.

Commentary on Regional Housing Study

By; Dan McIntyre, Chairperson
Federation of Ottawa-Carleton Tenants Associations.

The Regional Housing Study is a useful document for the Tenants Federation. I appreciate the effort that went into it. I believe that the Region needs to be predominant on housing issues in many ways. When you take into account all of the R.M.O.C., you become more optimistic about housing than if you rely on the biggest city.

There are two key points on solving housing problems. They are, creating political will through public awareness and ending the inter-government wrangling.

To create a political will we must get to people not personally affected by housing problems. One approach is to remind people of the possible future of senior citizens and of children growing up. We must get people on waiting lists and people having affordability or availability difficulties to speak up.

I am happy to see suggestions of public meetings and education in the report. The Tenants Federation should play a role in this. I would like to see somebody publish a widely distributed pamphlet on non-profit housing called "Yes, in my Neighbourhood". I would like to see tenants in non-profit housing extolling the virtues of this type of housing.

I support the idea of an inter-governmental task force. It is extremely frustrating to watch buck-passing, while problems for low and middle income people worsen. I suspect that getting co-operation from the senior levels of Government will be difficult, but it is worth a try and the Region and the various municipalities could review their housing policies and jurisdictions.

I support in principle the idea of a Regional non-profit Housing Corporation. Land banking also seems to be worthwhile.

I also want to repeat the Federation's view on shelter allowances. They create no housing stock, no employment and a long-term liability to the taxpayer. They do create wealthier landlords. Non-profit housing creates housing stock, employment and a long-term asset to the taxpayer.

The study demonstrates the ineffectiveness of Ontario Rent Review. A stronger system would help affordability. A weaker system would hurt affordability without helping availability as the private sector can not deliver housing for low and middle income people at a reasonable price. The study shows rental cost increases running only slightly lower than average income increases. It must be remembered that most people with below average incomes are tenants, and that 33,000. tenants are having affordability problems. I think the private sector should stop trying to make rent review (or control) a paper monster. It is not relevant to the housing shortage.

I look forward to further discussions on the study.

HUDAC OTTAWA

Housing and Urban Development Association of Canada — Ottawa

March 21, 1984

Regional Municipality of
Ottawa-Carleton
222 Queen Street
Ottawa, Ontario
K1P 5V9

Attention: Mr. D. Kardish
Housing Co-ordinator

Dear Sir:

Re: Regional Housing Study

I would like to preface this letter by indicating that our association is extremely appreciative of having been given the opportunity of being a part of the work which has gone into the preparation of the Housing Study and Survey which took place over the last year or so. We hope that our involvement with the Technical Advisory Committee has been helpful in the Region's considerations of the housing market in Ottawa-Carleton, and our Association would like to go on record that we feel it is vitally important to all concerned that our industry be given these opportunities when work of this nature is being done.

The Draft Regional Housing Statement update has been reviewed by a number of our members, primarily of our Builder/Developer Council and we wish to offer a number of comments with regard to the report.

We wish to say, first and foremost, that in general terms the attitudes, comments and recommendations of the report dealing with the Rental Market of Ottawa-Carleton suggest that Council is being presented with an opportunity to take a refreshingly positive approach to this matter. Our association concurs that the plethora of government incentive programs which have been established for the purposes of stimulating rental housing and low-income housing construction have not resolved the problems of inadequate supply. From this perspective alone, the inordinate sums of money which have been allocated over the years to these various programs can be viewed as having been somewhat wasted. These programs have proven to be very expensive and have done little to address the fundamental problem

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March 21, 1984
Regional Municipality of
Ottawa Carleton

HUDAC OTTAWA
Housing and Urban Development Association of Canada — Ottawa

facing private rental construction (the gap between market rent which new construction can achieve and the economic rent needed to cover the costs of construction and still provide a reasonable return to investors) or the affordability problem facing the hundreds of thousands of families nationwide who cannot afford adequate accommodation.

For these reasons we concur with the recommendations of the report dealing with Meeting Overall Rental Requirements. We do however, submit that Regional Council, being responsible as it is over the affairs of much of our Nation's Capital, must express their strong feelings regarding this matter with the Federal and Provincial Governments. Recent reports commissioned by our National Association, now called the Canadian Home Builders Association point out many of the same shortcomings of the existing programs. I have attached a copy of this report prepared by Clayton Research Associates for your information and ask that Regional Council, through support of the Housing Study support our Association's position that the current programs of the higher level governments be gradually phased out and replaced by a form of direct shelter allowances. 45

The possible adoption of this Association's recommendation by the higher level governments may only mean a solution in the longer term. There are possible means of creating positive short-term impacts on the problems of inadequate supply of rental accomodation, generally, and specifically low-income accomodation. With regard to the production of assisted social housing, one might look at offering landowners builders or developers bonuses through zoning in return for providing numbers of housing units to the city for rent-geared-to-income housing. Additionally, we suggest that effective ways must be sought to monitor low-income occupants of assisted housing to identify those who no longer have the need to occupy such housing and thereby free up units for those that do. As an important aside, it is interesting to note that in the estimating of numbers of households paying in excess of 25% of income on shelter, that it is very often current practice of the financial community to qualify families for mortgages using 30% to 35% of income. We may perhaps be overestimating the size of needy families. 46

Additionally, our municipalities must make a commitment toward solving some of the problems of housing by looking at their zoning by-laws. Perhaps such a commitment must take precedence over the objections of residents in some of our existing neighbourhoods by allowing current home- 47

HUDAC OTTAWA
Housing and Urban Development Association of Canada — Ottawa

March 21, 1984
Regional Municipality of
Ottawa-Carleton

owners to create efficiency units in basements, or by creating rooming houses and putting empty rooms to better economic and social use.

We recognize that some of the problems in the housing market currently seem to show that supply of new housing has not kept up with demand, resulting in a much tighter market. However, we must point out that our industry has the capacity to meet this demand if given the opportunity to operate in a free market and a healthy economic environment. Where demand has out-paced supply, it is only as a result of a poor economic climate such as created by Rent Control, and/or economic recession as a whole, or as the case is in single-family accommodation, a wariness against over-building and over-reacting to peaks in demand and being caught with inventory as we slide back down toward the bottom of the next valley. If our industry has learned anything from the recession, it is caution and conservatism.

Some of our members do not necessarily agree with the suggestion in the Housing Study that an adequate supply of land is available to meet the foreseeable housing needs of our Region. The land may be there but land is not a finished product until trunk services have been extended and plans completed.

Our Association feels that the Region must start planning for the South Urban Community and must prepare for the financial burden of extending trunk services so that they will be in place when the land is needed. We agree that there is a short-fall in supply of single-family lots, but would go further and suggest that this short-fall exists in all
48 product ranges in some specific areas. Part of the reason is that the land development industry has been severely impacted on by the recession and has not been financially capable of investing money in servicing and opening up new projects ahead of need. We are all now dealing with this economic reality and the lesson is there to be learned: if the product is not ready on the shelf when the consumer demands it, shortages occur. The land development industry cannot react quickly enough to this demand when operating within the existing approval process. If we must maintain our current approval process, than the only alternation is, as the Planners say - Plan Ahead! We suggest that this should begin now, and obviously the whole process of updating the Regional Official Plan is the first step. This is a positive sign.

HUDAC OTTAWA

Housing and Urban Development Association of Canada — Ottawa

March 21, 1984
Regional Municipality of
Ottawa-Carleton

In conclusion, we would only add that we agree with the statement in the Housing Study that " specific Regional Official Plan housing policies are inappropriate to deal with the ever changing housing requirements and the fluctuating nature of the housing market itself". Too many of us have felt the constraints of the existing plan as we have tried to react to the market. Urban Planning is a profession which deals with time and,therefore, must be flexible enough to change with the times. Specific policies in a document which is not reviewed and monitored constantly, nor is easily amended creates too severe a constraint. We, therefore, heartily support recommendations 18, 19 and 20 of the Study regarding Keeping Council Informed if it leads to greater flexibility for the housing industry.

In summary, we once again express our appreciation for being given this opportunity to be involved in this portion of the Regional Housing Study and the Official Plan Up-date. We hope these comments provide some assistance and hope that we can continue to take an active part in similar studies.

Sincerely yours,

Ian F. Rawlings
Chairman
Builder-Developer Council
HUDAC Ottawa

Real Estate Board of Ottawa-Carleton
Chambre d'Immeuble d'Ottawa-Carleton

1745 Woodward Drive, Ottawa, Ontario K2C 0P9 Telephone (613) 225-2240

OTTAWA-CARLETON
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MAR 27 1984
33
PLANNING DEPARTMENT

March 22, 1984

Mr. David Kardish,
Housing Coordinator,
Regional Municipality of Ottawa-Carleton,
222 Queen Street,
Ottawa, Ontario
K1P 5Z3

Dear Mr. Kardish:

Please find enclosed a submission in reference to the Draft Regional Housing Statement Update from the Real Estate Board of Ottawa-Carleton.

We trust that the Regional Municipality of Ottawa-Carleton will accept the Board's submission as being constructive. We are prepared to explain or expand our submission if requested.

Respectfully submitted,

Roland C. Brenning, FRI
President.

/lb
Encl.

President
Roland Brenning, FRI
1335 Carling Ave.
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Vice Presidents
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Executive Director
Mrs. Betty S. Davis, FRI

Real Estate Board of Ottawa-Carleton
Chambre d'Immeuble d'Ottawa-Carleton

1745 Woodward Drive, Ottawa, Ontario K2C 0P9 Telephone (613) 225-2240

SUBMISSION TO

PLANNING DEPARTMENT,

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

IN REFERENCE TO THE

DRAFT REGIONAL HOUSING STATEMENT UPDATE

March 22, 1984

MLS

President

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Executive Director

Mrs. Betty S. Davis, FRI

INTRODUCTION

The Real Estate Board of Ottawa-Carleton is a voluntary trade association representing 1750 real estate brokers and sales representatives, as well as managers and appraisers.

Incorporated in 1921, the Board has a solid record of involvement in the community. In 1983, 9,106 properties worth a total of 789 million dollars were traded through the Board's Multiple Listing Service. These figures do not include properties sold on an exclusive basis.

Since one of the objectives of our corporation is to assist in the development of the Regional Municipality of Ottawa-Carleton, to the benefit of the community at large and its residents, the Board welcomes this opportunity to respond to the Draft Regional Housing Statement Update.

The Legislation and Political Affairs Committee of the Real Estate Board of Ottawa-Carleton reviewed the Draft Regional Housing Statement on behalf of the Directors. It is the Board's opinion that the information contained in the document is invaluable. We do however question certain findings, recommendations, and conclusions as a result of our review. Our observations are outlined in the following critique.

We have approached the study on the basis of:

(A) An examination of the Findings of the Regional Municipality of Ottawa-Carleton;
(B) An examination of the Recommendations of the Regional Municipality of Ottawa-Carleton; and,
(C) The Conclusions and Recommendations of the Real Estate Board of Ottawa-Carleton.

A. Findings of the Regional Municipality of Ottawa-Carleton's Housing Study Committee

The Board has the following general comments concerning the findings of the study:

1. We agree that there is a need for single accommodation for elderly persons. The Committee's proposal is excellent and should be encouraged and financially supported.

2. We agree that recent housing demand has exceeded supply as a result of the 1979 to 1982 fiscal correction period; i.e., high interest and inflation. The private sector supplied 8,300 units in 1983 and an even larger supply is expected in 1984. This will alleviate the pressure in this area.

3. Without some form of subsidy being provided, we are quite certain that the private sector will not build extensively in a rental market that is not free of controls. The spread between controlled rent and that which is economically required to provide a reasonable return on the invested capital for new development is too great.

4. The comparison of "ownership costs" and "rental costs" on a pure dollar basis is not legitimate. Further, a 1981 base for comparison is impractical. 1981 was the height of the artificially controlled interest period in Canada. 49

5. It is important to note that many apartment owners who were faced with mortgage renewals during the high interest period 1980 to late 1982, passed these costs on to the tenants. Some renewed for five year terms as:

   a) it was a 'pass-through' expense;
   b) there was uncertainty as to future rates;
   c) they would not have to go back to Rent Review for this purpose for five years, a complicated, expensive, time consuming process.

6. The basis for determining affordability should not be 25% of family income, but 30%+. Further, 1981 is a fiscal period easily recognized as "out-of-norm" and hence unrepresentative for planning purposes, as all housing costs were exaggerated. 50

7. The Analysis of the Rental Component of the Housing Market is misleading:

51a

a) Middle and high income households should cut their cloth to suit their ability to pay. Many of the middle income households spend more on housing, as is their option. This doesn't mean that they are a part of those who cannot <u>afford</u> housing.

b) On the other hand, many middle and upper income tenants are occupying less expensive units and remain as tenants simply because of the bargain value, which has been created by rent control.

51b

c) Those rental units which have been designated by the Study as having the highest rent to income ratio are located in the downtown Ottawa core, and are principally occupied by middle and upper income families as they believe it is more desirable to rent than to buy in this area.

52 8. We do not agree that there will be a shortage of single family lots in early 1984. If so, it will be easily and quickly solved within six months.

53 9. We do believe that concentrated land ownership is cyclical. The moment exorbitant land costs are sought from buyers, other suppliers will enter the market and create competition. The wheel has turned many times over the years.

54 10. The Study Committee is to be complimented on their findings concerning Rent Review on page 7, paragraph 2 of Conclusions. It should be remembered that profit is the principal incentive. The sooner the market is free of controls, the sooner competitive forces will produce housing. In point of fact it is our opinion that the Region should take the lead towards the ending of Rent Review.

B. Recommendations of the Regional Municipality of Ottawa-Carleton's Housing Study Committee

The Board has the following general comments concerning the recommendations of the study.

1. We concur with items 1 through 5a.

2. Re: Rent Review (5b)

The sooner Rent Review is phased out, the sooner an adequate housing stock will be available in a competitive rental market. Those who are currently availing themselves of subsidized rent will opt for a better model. This solves the utility problem. 54

3. Conversions and Registration of Condominiums

We disagree with Items 6(a) and (b). Conversions do not remove housing from the market. In fact, they are more likely to upgrade and add to the housing stock while providing a vehicle for equity appreciation for the occupants. 55

4. Pilot Programmes

We agree with Item 7 with particular emphasis on housing for the elderly.

5. Land/Lot Requirements

Items 8 and 9 (availability) are not a problem, in our opinion. If the major services are available, the market demand will be met as it historically has been. 52

The Board recommends that the Regional Municipality of Ottawa-Carleton support the development of the South Urban Community of Nepean. 48

6. Assisted Housing

We disagree with Items 10(a) and (b). As presently applied, non-profit and co-ops do not alleviate the affordable housing problem. We believe that project funding should be re-evaluated and monitored more closely.

56 We do not believe that government should be providing new rental incentive programmes; the government should address the needs of those groups who warrant assistance, not the entire rental sector.

57 We reiterate that in many cases "living at home" or "doubling-up" are reasonable and feasible alternatives to single person housing.

7. We agree with Items 10(c) and 11.

8. Creating New Assisted Programmes

56 Item 12. We do not believe that existing non-profit corporations or co-operatives are the vehicles to deal with the development of further 100% assisted programmes.

9. The Development of Assisted Housing by the Region

Item 13. We support well designed and properly directed assistance for housing. Who the supplier is, is not the issue. It might well be that the Region will undertake to do this, in which event we recommend that it consolidate the existing housing assistance programmes rather than retain separate municipal non-profit housing corporations.

10. Collection and Publication of Data

Items 14 and 15. We agree, although it is unfortunate that the collection and publication of statistics is often duplicated.

11. Emergency Housing

Items 16 and 17. We agree.

12. Information to Council

Items 18 to 20. We concur.

C. Conclusions and Recommendations of the Real Estate Board of Ottawa-Carleton

1. We do not believe there is a housing shortage. Housing can and will be supplied to those who can afford same.

It is our opinion that the rental housing problem is three-fold:

(a) affordability, complicated by
(b) the misuse of existing housing stock;
(c) attitude and expectations.

The following points should be considered:

(a) Affordability

The measure of a family's financial capability for mortgage borrowing purposes is 30%, not 25%. The reworking of the analysis at the higher rate will have a tremendous downward effect on the number of units required to solve the unaffordable housing crisis. 50

(b) Misuse of Existing Housing Stock

(i) Rent Review (Control) has created a subsidized housing programme at the expense of the private sector. The beneficiaries for the most part are those who don't need it, hence that sector of the population intended to be helped by controls cannot find accommodation. 58

According to a survey conducted by the Ministry of Housing in 1981 in eight major centres across Canada, 76% of renters paid less than 25% of their salaries on rent. An additional 9% paid between 25% and 30% and 15% paid 31% or more.

(ii) Municipal zoning tends to inhibit the availability and utility of rooms in existing accommodations. There are properties within the R-1, R-2 and, though less restrictive, R-3 zones which could handle many single persons save for the By-laws. 47

(c) Attitudes and Expectations

(i) Single person households are difficult to understand, setting aside the elderly and the disabled. Are not single persons responsible for their housing? For example, should the state be responsible for the single person who prefers not to stay home, or won't double-up until he or she is economically capable?

(ii) The expectation of certain segments of our community towards housing is that they have the right to be comparatively overhoused and that the community should support their desires. These attitudes result in an unproductive society.

2. The Real Estate Board of Ottawa-Carleton recommends that the development of housing be left in the hands of the private sector.

59

3. Unless Rent Review is phased out, there will be a continuing shortgage of affordable housing. The private sector will continue to lease to the financially capable tenant even though the accommodation is second or third class.

4. We understand that there is very little substandard housing within the Region, so the Region's assistance programme has been very effective. If the Region is currently meeting the needs, what is meant by improvement? The degree of improvement of one's position should be relative to one's desire to improve. In any event, the housing should not be substandard.

If people are encouraged to remain as tenants, they are prevented from equity appreciation. This creates even greater problems later in their lives. Senior citizens who have owned their homes generally have a significant tax free equity which enables them to be independent of social assistance.

People should also be encouraged to become home owners as a hedge against inflation for their own protection.

5. According to statistics provided in the document, in the rental market 28% of renters are experiencing affordability problems. Since 50% of all households are renters and 50% homeowners, this means 14% of all households are experiencing affordability problems. The 14% (28% of rental housing) may need assistance programmes, not the rest. Seventy-two per cent of households in the rental market have no problem. If the utility problem is solved, the affordability problem might well be solved as well. 60

6. Emergency shelter should be available but used for emergency purposes only. The ground rules for occupany in such accommodation should be carefully monitored and administered. 61

7. The equity earned by co-operative and non-profit housing corporations remains with these corporations, not the occupants. Many of the occupants could well afford to own housing which in the long run would create a meaningful equity position for them as opposed to the corporation.

   Those people who can afford to pay full mortgage interest costs should necessarily pay same. These are the people who are upsetting the utility purpose of the subsidy by not paying their fair share and by occupying a unit.

8. All "rent-to-income" subsidies must in fairness to the taxpayer be monitored and scaled according to need. New scales must be designed to meet the problem effectively. The percentage of rent to income should practically run from as low as 0% in extreme cases to as high as 30%. Those who do not qualify must be forced to find their own accommodation in the same manner as everyone else. Those who have had benefit from the subsidy while in need should forego same once they are on their feet and exceed the scale. 62

We trust that the Regional Municipality of Ottawa-Carleton will accept the Board's submission as being constructive. We are prepared to explain or expand our submission if requested.

Respectfully submitted,

Roland C. Brenning, FRI
President,
Real Estate Board of Ottawa-Carleton.

March 22, 1984

CANADIAN MENTAL HEALTH ASSOCIATION
L'ASSOCIATION CANADIENNE POUR LA SANTE MENTALE

Ottawa-Carleton Branch/Section d'Ottawa-Carleton

55 PARKDALE AVENUE/OTTAWA/ONTARIO K1Y 1E5/725-2922

May 15, 1984

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PLANNING DEPARTMENT

Mr. D. Kardish
Housing Co-ordinator
Planning Department
Regional Municipality of
Ottawa-Carleton
222 Queen Street
Ottawa, Ontario
K1P 5Z3

Dear Mr. Kardish:

Enclosed is the Association's response to the Regional Housing Study.

Yours truly,

Anne Louise Parker

Anne Louise Parker
Community Mental Health Worker

ALP:lw
Encl.

CANADIAN MENTAL HEALTH ASSOCIATION
L'ASSOCIATION CANADIENNE POUR LA SANTE MENTALE
Ottawa-Carleton Branch / Section d'Ottawa-Carleton
55 PARKDALE AVENUE OTTAWA ONTARIO K1Y 1E5 725-2922

HOUSING FOR PSYCHIATRICALLY DISABLED INDIVIDUALS

CANADIAN MENTAL HEALTH ASSOCIATION, OTTAWA-CARLETON BRANCH

RESPONSE TO DRAFT REGIONAL HOUSING STATEMENT

May 14, 1984

A member agency of the United Way. *Une agence membre de Centraide.*

TABLE OF CONTENTS

		PAGE
1.	INTRODUCTION	1
	- Canadian Mental Health Association, Ottawa-Carleton Branch	1
	- Psychiatrically Disabled People	1
2.	THE PRESENT SITUATION	2
	- Historically	2
	- Case Studies: Evelyn and Jacques	2
	- The Housing Problem	7
3.	CANADIAN MENTAL HEALTH ASSOCIATION, OTTAWA-CARLETON BRANCH NEEDS AND CONCERNS REGARDING DRAFT REGIONAL HOUSING STATEMENT	8

HOUSING FOR PSYCHIATRICALLY DISABLED INDIVIDUALS

1. INTRODUCTION

Canadian Mental Health Association, Ottawa-Carleton Branch

The Canadian Mental Health Association, Ottawa-Carleton Branch is a voluntary citizen's organization funded by the United Way of Ottawa-Carleton to provide a planning, co-ordination and development service in the area of mental health.

As such, the focus of our concern is the psychiatrically disabled individual.

Psychiatrically Disabled People

> "Psychiatric disabilities are experienced by a wide range of individuals in Ottawa-Carleton who, generally speaking, are representative of the population in age, sex, ethnic origin, socioeconomic situation, life-style and so on. The severity of an individual's mental health problem will affect the degree and duration of his disability. For example, included in the mental health/mental illness spectrum would be a couple in Nepean experiencing acute anxiety around problems of child-rearing; a federal public servant overwhelmed by pressures of work; an elderly woman in Sandy Hill depressed by her social isolation; and a twenty-six year old man suffering from schizophrenia and living on his own in an Ottawa rooming house. All these people can be thought of as having mental health problems. The degree to which these problems may affect their ability to function in society will vary forming a continuum from lesser to greater disability." [1]

---

[1] Canadian Mental Health Association, Ottawa-Carleton Branch, A Matter of Urgency: The Psychiatrically Disabled in the Ottawa-Carleton Community, The Runge Press Limited, Ottawa, 1982, p. 14.

2. THE PRESENT SITUATION

Historically

The trend in mental health care has been to close the long-term care facilities, i.e., deinstitutionalization.

- Brockville Psychiatric Hospital which provides long-term accommodation and treatment services for the mentally ill of Ottawa-Carleton reduced its bed count from 1,757 to 487 during the period from 1961-76.

These institutions provided treatment, accommodation, socialization and sheltered employment. One of these services, i.e., treatment, is now being provided primarily through the psychiatric wards of our general hospitals.

- Over 5,000 cases with a psychiatric diagnosis are discharged annually from our general hospitals.

The other services, particularly accommodation, are being provided minimally through the Domiciliary Hostel Program, Salus, etc. They are not meeting the need for supportive accommodation.

- With a population of half a million, Ottawa-Carleton can expect to have approximately 2,000 of its citizens coping with a long-term severe psychiatric disability.

Case Studies

These two case studies are examples of individuals who need special housing.

Evelyn

"Evelyn was interviewed at the boarding home in which she lives. Run by a private businessman it is one of the twenty-two homes designated by the Regional Municipality of Ottawa-Carleton as "Domiciliary Hostels". The operator receives a per diem rate of $17 from the region in exchange for providing room and board and twenty-four hour supervision for residents. The boarding home is a large old house situated in a quiet residential neighbourhood in Ottawa's west end. Twenty-two women live in the home.

Typical of large group living situations Evelyn finds that "sometimes it's alright but sometimes I get into fights with other girls....There is one lady here that's really vicious to me. She yells at me and she doesn't talk to me...but I have many good friends. Sometimes I go for a walk with them or talk with them. I help them out."

The day for Evelyn usually begins at 3:00 a.m. when she gets up for breakfast. "After breakfast I go to bed again and I get up around eleven o'clock. I go to the kitchen to see what's for dinner. After dinner I sit down and read a book...and watch television. I watch Another World. In the evening I usually do nothing, just watch television."

Evelyn explained that she had recently returned to Ottawa. "I was out of the city [at Brockville Psychiatric Hospital] for twenty-two years and I'm back in the city for four years." She finds living here a "big change for me....When I was in there [Brockville Psychiatric Hospital] I worked eight years in the laundry. I was folding towels and putting them on the wagon. They took me off of there and put me in the vegetable room where I peeled potatoes and onions....And then I worked in the library. I took the papers over to where they were suppose to go and the mail from the library and I sorted the books. I put the books back into their own cubicles. I did that all day long. In the evening we'd go to dances and cards. I sang in the glee club."

Since Evelyn has come to live in the Ottawa-Carleton community she says that "I'm not involved in things very much. I don't go out very often....I'd like to dance and to find a glee club. I tried to but I'm shy to go there. I'd like to do some of the things I did in the hospital." The problem for Evelyn is that there is very little available in Ottawa for her to do.

Boarding home operators find it difficult to operate an efficient business and manage the smooth running of their home and at the same time encourage residents to participate in laundry or kitchen activities. They find it easier to hire staff to perform these duties. In addition operators have often been discouraged from promoting resident involvement both by some residents who feel that the operator is being paid to provide this service and by regulating bodies who are worried about possible exploitation of the residents.

Sometimes Evelyn does "do the dishes and peel potatoes" at her boarding home but most of her activities are centred on the city of Ottawa's recreation programmes and her family.

The Ottawa Recreation Branch runs six programmes especially for the psychiatrically disabled. Evelyn attends two of them every week for two to three hours each. She explained that today "I'm going on a picnic with the Thursday Afternooners. This is a club and we all gather at Jack Purcell [Community Centre] and we do all different things. I'd be lost without it—if I didn't have it there. I go there by bus. I also have the Friendship Club at McNabb [Community Centre] one night a week."

Evelyn finds it difficult to talk about her past with her immediate family. Her husband left her with three small children when she was in her early twenties. "My sister took my youngest child from me when she was two months old. I looked after the other two the best I could." When she became sick and was hospitalized her sister "looked after them"

also. While in hospital Evelyn saw her family "for a few times. When they were grown up they didn't seem to want to see me." Today she maintains contact primarily with her two sisters. One lives in Ottawa and "I see her almost every Saturday morning. I go and visit her. I just sit down and talk to her." The other lives near Montreal and she visits her occasionally.

Evelyn is typical of many of the deinstitutionalized patients living in our community. Almost 90% of her time is spend doing "nothing". She has monthly visits with her psychiatrist at the Royal Ottawa Hospital. "The doctor gives me the prescription. I visit with him for half an hour. He asks me questions." She attends social programmes and visits her sister once a week. Most of her time is spent watching television or sleeping. Yet four years ago this woman was employed full-time albeit in a sheltered placement. She attended dances and played cards. Today she says she still would enjoy opportunities "to talk with others, to meet men. Isn't that just the same as everybody?"

The future Evelyn sees for herself does not look hopeful. "I see nothing in the future. I don't know. I have no inclination of what's going to happen in the next few years." Her dream is "me buying this house. I'd keep it running the way it is."

Jacques

At the time of his interview in late September 1981, Jacques was living with twelve other people in a rooming house in Ottawa's Centretown. In the latter part of October he hoped to move to a Domiciliary Hostel—a kind of boarding home.

Jacques is taking medication for his illness and refers to himself as a "pharmaceutical junkie." During the week of this interview Jacques was "having feelings that always precede a major breakdown." He went to the emergency department of a local hospital where the doctor doubled his medication and suggested he attend a day programme. Encouraged that some sort of order will now return to his life Jacques seems to have recovered from his most recent crisis. Jacques's major goal is to lead as normal a life as possible, however sometimes he is afraid he may require "chronic care for the rest of his life." His thoughts on his illness, lifestyle and hopes for the future follow.

> I was about sixteen when I first became ill. I was travelling in Toronto and began hallucinating heavily. On the way back to Ottawa I was picked up by the Kingston police, where they then took me to Kingston Psychiatric Hospital. Ever since then I have been involved with hospitals--almost nine years now. It's funny, but before I went into hospital I was able to function on a more societal level than I can now. Before my

first illness, I felt the security in life that allows for motivation. I was working at a part-time job every night as a cleaner, during the day I attended high school and was still able to have time for studies and recreation. Since I have been involved with "psychiatry" I have never been able to hold a job for more than six months; even though during one stay in Brockville Psychiatric Hospital I worked as a cleaner in one of their work programmes for three months. I thought that my working attitude had cleared up; when I came back to Ottawa I couldn't do it, I just couldn't work.

As I see it there is a very dire dependency that begins to form around the patient and his relationship to the hospital. It gets very intense, you might even classify this as a disorder in itself. For example, twice this week I went to an emergency department. Things started going wrong in my life and I know no other recourse; I know nobody else who would understand but the hospital—not even my family. I hate to speak badly of my family because they have been a tremendous support to me. I have to give them credit for bringing me up all the years before my illness. It creates a lot of pressure when there is a psychiatric disorder in the family. My family have constantly and repeatedly told many of my doctors and therapists that they don't want to be heavily involved in my therapy because they can't take the pressure. My mother is not well—and, if anything, they should be respected. At this point I am twenty-four and I should be handling my own life. Although sometimes I do wish I could live at home again—it's just not realistic, especially since I am capable of handling my own life with proper guidance.

Right now I don't have a home, just a room. I don't have a home where I can say that I live and be proud to have people in. If I move to the boarding home this fall, it will be a major influence in my life, it will give me somewhere I can call home.*

The rooming house where I live now costs $115 a month. It's very reasonable compared to some of the rents these days. In total there are twelve people who live there. We have to share the kitchen, three common bathrooms, four common fridges. The landlord himself is a very nice man, he let me have the room on credit when I first moved in. The room I live in is dismal, all day there is just no light that comes in whatsoever [it is in the basement], so I sleep.

---

*Jacques has since been assessed as ineligible for the Domiciliary Hostel Programme. He is considered to be a "management problem." He continues to live in his rooming house.

There is not enough to do during the day. I usually get up anywhere between 10:30 a.m. and 1:30 p.m. I have a cup of coffee, a cigarette and give a couple of friends a call to see what they are up to. Then I'm either out to various appointments or just around looking for a cigarette, a cup of coffee, or someone to talk to. I get hungry around 4:00 p.m. or so and I go home and eat. It's a very hectic day in itself, although it does not involve the same stimulus as everybody else's life. I find just trying to keep myself together; looking for something to do is as stressful if not more so for a psychiatric patient than it is for somebody who is out working. They are adjusted to a life where they feel comfortable, while the psychiatric patient isn't comfortable with his life while he is out of hospital. I find the biggest problem in my life right now is maintaining some sort of structure or organization. I guess what I'm saying is I'm wandering in a daze lost and confused. I don't know where to go, or how to begin, or what to do. I've been wandering around this way for so long that I don't know any other life.

The evening is when I start feeling good. My friends are not doing whatever they have to do during the day. I find when the evening comes around is when things start moving in my life because I am going out and relating just as anyone would relate. I find the best friends I've ever had in my life have been in the "psychiatric circle." Often we have shared common experiences, and common problems so we end up being friends. We usually go for a coffee at the "Y""or attend the drop-in centres around the city. The only people that I really feel comfortable with in the city of Ottawa are: my family, the authorities in the hospital; police; anybody who takes on a position of authority or support; and my friends; and that's about it. I find the people in my neighbourhood callous and cold towards the few psychiatric people who live here—I feel it myself.

Right now if I had my choice, I wish I could handle a full-time job, just to earn some good money. The money I get now, which is $248 a month, is just not enough. After rent I am left with $133 a month for food, clothes and recreation.

Attending the day programme at the hospital is the next best thing. I don't really like to think that I require such extreme care right now, but I do, as I just don't have the organization.

There are times when I start to think in terms of being like everybody else and I actually get very depressed. In fact yesterday I was crying just thinking will I ever be able to say to my family "hey look I'm just as successful as you."

> It gets to feel very dismal and bleak because you wonder whether you'll ever be able to have a wife, a family, and if you do, will you ever be able to support them. Will you ever have the things everyone wants in life? You always have to keep going, as dismal and bleak as it may seem; even if your goal for the future is resting on the next five minutes of your life, you must go with that. My goal is to have a family and live a normal life. It's a pretty big goal for me but I know it's possible." 2

The Housing Problem

"2.2 HOUSING

Of all the various aspects of community support, authors such as Richmond have identified housing as the single most important (Richmond, 1969).[22]

HOUSING NEEDS

Once they have money, the second need of the psychiatrically disabled is housing. For some this is solved by a return to the family, but for others this is not possible nor is it advisable.

Just like everyone else the psychiatrically disabled need beds in homes that provide them with a warm supportive environment where they can enjoy and be responsible for day to day household activities. Cooking, shopping, cleaning, making decisions on how they wish to live together, socializing with each other, and entertaining friends are necessary components of any communal living situation and should be an integral part of programmes for the psychiatrically disabled. In addition support for residents in the carrying out of these activities is required. As it is generally considered that the maximum number of residents in a home should be twelve, these homes should be approximately this size or smaller to ensure integration into the community.

The study conducted by the Clarke Institute of Psychiatry and Community Resource Consultants found that in-patient staff could identify 23% of the psychiatric discharges as needing housing assistance. In Ottawa-Carleton if 23% of the potential 2,614 individuals to be discharged from psychiatric in-patient units in 1982 needed housing, 601 beds would be needed.

EXISTING HOUSING SERVICES

The majority of psychiatrically disabled in Ottawa-Carleton find accommodation in the boarding homes or rooming houses of the region. As described in Jacques's case study, rooming houses usually provide a room for sleeping and shared kitchen facilities. Operated privately they vary in size from five to forty rooms. There are three classifications of boarding homes, i.e., Homes for Special

[22] Houselink Community Homes, *Handbook of Alternative Community Housing for Psychiatric Patients in Canada*, Canadian Mental Health Association, Ontario Division, March 1980, p. 10.

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[2] Canadian Mental Health Association, Ottawa-Carleton Branch, op. cit., pp. 20-24.

Care, Domiciliary Hostels such as Evelyn's, and commercial boarding homes. The first two offer room and board and twenty-four hour supervision. They are operated by private businessmen and can house as few as four or as many as one hundred and fifty. Homes for Special Care are licensed by the Ministry of Health and operators receive a $14.50 per diem. Only those discharged from an Ontario Psychiatric Hospital, e.g., Brockville, are eligible for this programme. Domiciliary Hostels are presently unlicensed and receive a per diem of $17 from the region under a 50, 30, 20 sharing arrangement with the federal Health and Welfare Department, the Ontario Ministry of Community and Social Services and the regional Social Services Department respectively. Commercial boarding homes are unlicensed, vary in price, and offer room and board.

There are no accurate figures concerning how many psychiatrically disabled live in rooming houses or commercial boarding homes but the YM-YWCA Housing Service placed 130 people with a history of mental illness in rooming houses in 1981. There are approximately 329 psychiatrically disabled in Homes for Special Care and Domiciliary Hostels.

In addition to these facilities there are six halfway houses/group homes. In total they can accommodate fifty-five people. Three of the homes have restrictions on length of stay, i.e., six to eight months. The six homes are operated by non-profit groups. They are small, accommodating from four to eighteen people. Residents are usually encouraged to participate in household activities.

Table 1 identifies individual housing services and includes information on funding sources, location, age of participants, waiting lists, etc. Emergency housing and housing registries are listed at the bottom of the table. As the table shows, most beds are funded by the region (cost shared) and they are located primarily in the central and western areas of Ottawa. The number of people on the waiting lists is high for halfway houses/group homes.

TABLE I HOUSING RESOURCES

	Direction of Agency							Funding Source %							Location of Resources								Number of Places Available	Number of Psychiatrically Disabled	Present Residents %										No. of Staff		Number of People on Waiting List	Waiting List Average Time	Average Duration of Stay	Criteria for Eligibility
	Federal	Provincial	Municipal	Regional	Voluntary	Proprietary	Other	Federal	Provincial	Municipal	Regional	Pri. Donations	User Charges	Other (specify)	Ottawa Centre	Ottawa East	Ottawa West	Ottawa South	Cumberland	Osgoode	Gloucester				Age					Sex		Language			Full-Time	Volunteer				
																								1-14	15-24	25-44	45-64	65-74	75+	Male	Female	French	English	Other						
Domiciliary Hostels																																								
Bellevue						X		50	30		20										X	130	75			46		54		71	29	not available		19		0	< 1 day	1 yr+	problem
Boulerice						X		50	30		20					X						10	3			30		70		not available				2		not available			
Chollette						X		50	30		20				X							22	11		5	70		25		100	90	10		2			< 1 day		age, sex, language
Chantalle						X		50	30		20									X		12	0			28		72	50	50	25	75		4		0	0	1 yr+	not available
Elmwood						X		50	30		20						X					36	23		5	70		25		100	15	80	5	4		0	1dy< 1wk	1 yr+	sex, problem
Foyer Maria						X		50	30		20					X						20	7		11	42		46	60	40	70	30		7		1	24hrs< 1wk	1 yr+	problem
Hampton						X		50	30		20							X				20	8		25	5	13	57	65	35	13	87		6		0	< 1 wk	7 mos	problem
Heritage						X		50	30		20				X							14	2			14	29	57	7	93	95	5		3		0	< 1 wk	1 yr+	problem
Kings						X		50	30		20				X							43	19			20		80	25	75	50	50		9		0	< 1 wk	2 yrs+	problem
Lauthier						X		50	30		20								X			29	11			70	15	14	50	50	30	70		4		0	< 1 day	2 yrs+	problem
Linden						X		50	30		20				X							22	6		5	20		75	40	60	10	90		4		0	1 wk	1 yr+	problem
Parklane						X		50	30		20						X					73	64			14	36	50	25	75	3	95		13		3	2 mos	1 yr	problem
Powell Avenue						X		50	30		20				X							20	6			50	10	40	40	60	10	90		4		0		2-3 yrs	problem
Rockwood						X		50	30		20				X							12	3				40	60	25	75	90	10		1		0	0	4 yrs+	problem
Rothwell						X		50	30		20										X	150	14				25	75	40	60	60	40		27			< 1 wk	1 yr+	problem
St. Michaels						X		50	30		20					X						42	17						30	50	80	19	1	6				1 yr+	problem
Steff Kim						X		50	30		20					X						33	3				25	75	30	70	15	85		11			< 1 wk	1 yr+	problem
Union Mission					X			50	30		20				X							33	6		5	20	50	25	100		32	68		7		0	< 1 wk	1 yr+	sex, problem
Wymering						X		50	30		20						X					26	21		5	65	20	7	3	100	10	90		9		4	< 1 mo	1 yr+	sex, problem
Total					1	18									7	4	4		1	1	2	765	277											139					

TABLE I—*Continued*

	Direction of Agency							Funding Source %							Location of Resources								Number of Places Available	Number of Psychiatrically Disabled	Present Residents %												No. on Staff		Number of People on Waiting List	Waiting List Average Time	Average Duration of Stay	Criteria for Eligibility
																									Age							Sex		Language									
	Federal	Provincial	Municipal	Regional	Voluntary	Proprietary	Other	Federal	Provincial	Municipal	Regional	Pr. Donations	User Charges	Other (specify)	Ottawa Centre	Ottawa East	Ottawa West	Ottawa South	Cumberland	Osgoode	Gloucester				1–14	15–24	25–44	45–64	65–74	75+	Male	Female	French	English	Other	Full-Time	Volunteer				
Homes for Special Care Lands						X		30	30										X				24	31				100			100	30	30	3	0	0	0	indef.	sex, problem
Pine Rest						X		50	50										X				27	27			X	X	X	100			100	2	0	0	0	indef.	sex, problem
McConnell†						X		50	50						X								4	4				100		100	25	75		2	0	0	0	4 yrs+	sex, problem
Total						3									1				2				55	52										7	0	0	0		
Halfway Houses Group Homes Sales*																																									
Halfway House					X					80			20		X								9	9			50	50		50	50	50	50	3	4	27	3 mos	180 dys	age, problem
Group Home (1)															X								4	4			50	50		100			100	0		3	varies	indef.	age, sex, problem
Group Home (2)															X								5	5			50	50			100		100	0		5	varies	indef.	age, sex, problem
Marguerite Home*					X								100		X								10	8			30	70			100	40	60	3		6	1–2 mos	6 mos	sex, problem
St. Joseph's Mission*					X							50	50		X								21	21				70	30	100		10	90	3	3	0	1 mo	1 yr+	sex, problem
Horizon House*					X			40	40			20			X								9	N/A			50	50		100			100	7		0	1wk–1 mo	3 mos	age, sex, problem
Total					4										6								58	47+										17	7	41			

TABLE I—*Continued*

	Direction of Agency							Funding Source %							Location of Resources								Number of Places Available	Number of Psychiatrically Disabled	Present Residents %												No. on Staff		Number of People on Waiting List	Waiting List Average Time	Average Duration of Stay	Criteria for Eligibility
																									Age							Sex		Language									
	Federal	Provincial	Municipal	Regional	Voluntary	Proprietary	Other	Federal	Provincial	Municipal	Regional	Pr. Donations	User Charges	Other (specify)	Ottawa Centre	Ottawa East	Ottawa West	Ottawa South	Cumberland	Osgoode	Gloucester				1–14	15–24	25–44	45–64	65–74	75+	Male	Female	French	English	Other	Full-Time	Volunteer				
Emergency Housing Union Mission for Men					X							X	X	X	X								45	10		5	20	60	15		100		50	45	5	5		0	<1 day	3–4 days	sex, problem
Salvation Army					X								X	X	X								94	10		X	X	X	X		100		X	X		N/A	0	<1 day	3 days	sex, problem
YM-YWCA Emergency Housing					X							X			X								N/A			X	X	X	X	X	50	50	20	80		N/A	0	<1 day	4 days	problem
Total					3										3																										
Other YM-YWCA Housing Registry					X							25	X		United Way 75	X								900	315		X	X	X	X	X	50	50	15	80	5	2		0	1 day <1 wk	1 week	problem
Social Services Dept. of Regional Municipality of Ottawa-Carleton Housing Registry				X								X					X						1000	250		X	X	X	X	X	X	X	X		100		1	not available				
Total				1	1												1						1900	565												3		0			

Source: This information was obtained from the Ottawa-Carleton Regional District Health Council's Inventory 1981; surveys of individual programme operators; and Social Services Committee of Regional Municipality of Ottawa-Carleton, *Task Force Report on Domiciliary Hostels* (September 11, 1981).

N/A: Not available.

*Homes specific to psychiatrically disabled.

†McConnell Home is also funded as a Domiciliary Hostel (50, 30, 20).

Adequacy of Housing Services

Numerous groups have questioned the advisability and practicality of relying primarily on the boarding home/rooming house market to meet the housing needs of the psychiatrically disaoled. One of the most pressing problems is the diminishing supply of rooming houses in most urban centres. Affluent middle class families are purchasing rooming houses in city cores and converting them to single family dwellings. Ottawa has experienced a 50% decrease in its rooming house stock in the last five years due to this phenomenon which sociologists are calling "gentrification." There are approximately 200 rooming houses left. Residents in these houses are regularly being evicted and are finding it increasingly more difficult to find alternative cheap housing.

Another problem is the *kind* of housing service being provided by boarding and rooming houses. As was suggested previously, the psychiatrically disabled need housing that provides them with a "normal homelife;" one that gives them support and encouragement in the development and maintenance of the skills necessary to carry out the activities of daily living such as cooking meals, shopping, etc. Rooming houses and boarding homes have not been developed to provide this kind of rehabilitative maintenance service. Rooming houses offer only a physical structure for sleeping and eating. Boarding homes include a physical structure and meals, and sometimes one additional service, supervision. Supervision, only offered in the Homes for Special Care and Domiciliary Hostels, is custodial in nature (i.e., making sure residents are fed, clothed and receiving proper medical attention). Neither rooming nor boarding homes are required to provide a counselling or rehabilitation service although some boarding homes attempt to involve their residents in activities either in the home or in the community. On Our Own, a Toronto based ex-patient group, has taken a dim view of this kind of housing for the psychiatrically disabled. They are particularly worried about the boarding homes, fearing that they might become mini-institutions. "Already Windsor has an over two hundred bed facility [Domiciliary Hostel] where the staff wear white uniforms."[23]

Other groups both local and provincial have also recognized the inadequacy of the present housing programmes for the psychiatrically disabled. The Association of Municipalities of Ontario recently released a report (1982) entitled *Housing for the Psychiatrically Impaired*. They recommended that new programmes be developed and that the responsibility for housing and community support services at the provincial level be clearly defined between the Ministries of Health, Community and Social Services, and Municipal Affairs and Housing. Locally a Task Force, struck by the Ottawa Planning Board and Regional Social Services Committee, has been meeting to develop recommendations to meet the accommodation needs of those living in Ottawa's city core.

Specific problems identified through the opinion survey conducted by the Canadian Mental Health Association were: the lack of appropriate long-term housing; the scarcity of halfway houses providing short-term, high-support accommodation; the needs of the young eighteen to twenty-five year old group; and the long waiting lists for existing acceptable housing alternatives. In addition, when respondents were asked to rank services in order of priority for future development, accommodation received top priority.[24]

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[23] On Our Own, *Phoenix Rising* Vol. 2., No. 2., p. 9.

[24] See appendix C, table 19, p. 86.

HOUSING RECOMMENDATIONS

Whereas there is probably a need for 601 community beds; and

whereas beds are needed in homes that provide a warm supportive environment where residents can enjoy, participate and receive assistance in activities of daily living; and

whereas the maximum optimal number of residents in a home is believed to be approximately twelve; and

whereas only fifty-five beds in the community appear to meet these criteria; it is recommended:

4. (a) That the District Health Council and the Social Services Department of Ottawa-Carleton assume the responsibility for establishing: ninety-one new community beds which meet the above requirements for each of the next six years 1982–88.

(b) That the District Health Council and the Social Services Department of Ottawa-Carleton monitor the use of these beds and continue to reassess the need.

Whereas the 18–25 year old group has been identified as in need by some of the respondents surveyed by the Canadian Mental Health Association, Ottawa Branch; and

whereas the 25–34 year old group has the highest number of annual discharges; and

whereas the 15–30 year old group is the group which experiences difficulties in participating in the Domiciliary Hostel Programme;
it is recommended:

5. That 70% of the new beds established in 1982 and 1983 be developed for the age group 15–34.

Whereas the inadequacy of present housing programmes has been recognized by a number of groups both provincially, i.e., Association of Municipalities of Ontario, and locally, i.e., Ottawa Planning Board and Regional Social Services Committee; and

whereas a number of specific problems highlighting housing needs have been identified by those surveyed by the Canadian Mental Health Association, Ottawa Branch and accommodation received top priority for future service development; it is recommended:

6. (a) That the District Health Council and Social Services Department of the Regional Municipality of Ottawa-Carleton see housing as their first priority for future service development for the psychiatrically disabled.

(b) That the District Health Council and Social Services Department of Ottawa-Carleton immediately strike a task force composed of consumer groups and those working in the housing, health, and social services field to develop a feasible plan for implementing the above recommendations.

(c) That this task force, in addition to developing a plan for the new supportive housing mentioned in recommendations 4 and 5, also address the need for developing better support services for existing housing facilities, e.g., Domiciliary Hostels." [3]

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[3] Canadian Mental Health Association, Ottawa-Carleton Branch, op. cit., pp. 30-37.

3. CANADIAN MENTAL HEALTH ASSOCIATION, OTTAWA-CARLETON BRANCH NEEDS AND CONCERNS REGARDING DRAFT REGIONAL HOUSING STATEMENT

Lack of Information

63 The Housing Statement contains little information regarding the accommodation needs of the psychiatrically disabled individual. A minimal assessment and no analysis is provided.

This lack of information is not identified as a problem to be addressed in the future, i.e., no recommendation is made regarding the gathering of statistics, etc.

Role of Social Services Department

64 Although the report appears to be directed to a joint committee of Planning and Social and Health Policy Committees, recommendations concerning the Social Services Department are lacking. Their housing role through the Domiciliary Hostel Program, the Shelter Allowance and Housing Registry is not explored or assessed. No recommendations have been developed.

Conseil de Santé pour le district régional
OTTAWA-CARLETON
Regional District Health Council

OTTAWA-CARLETON RECEIVED FEB 28 1984 13 PLANNING DEPARTMENT

Fcle 33.87

Suite 304
1355 rue Bank Street
OTTAWA, Ontario K1H 8K7
Telephone (613) 523-6000

21st February 1984.

Mr. David Kardish,
Housing Co-ordinator,
Regional Municipality of Ottawa - Carleton,
222 Queen Street,
Ottawa, Ontario,
K1P 5Z3.

Dear Mr. Kardish:

I have for acknowledgement your letter of 7th February 1984 inviting comment on the Draft Regional Housing Statement Update.

I am enclosing, for your information and consideration, some material specifically related to the District Health Council's concerns for "special needs housing":

(i) a response of the Council's Mental Health Committee to the City of Ottawa's recent invitation to comment on housing problems; this response addresses the housing problems related to the chronic psychiatrically disabled and the newly disabled and mentally frail; and

(ii) a copy of the Draft Report to Council: Accommodation and Support Care Needs of the Severely Physically Disabled Aged 0-64 in Ottawa-Carleton - several of the recommendations contained in the report relate to special needs housing and may be of interest to you; also, for your information, tnere will be a community meeting on 21st March to provide an opportunity for interested organizations and individuals to comment and provide feedback on the Report, specifically on the recommendations contained therein. The meeting will be held in the gymnasium at the Royal Ottawa Regional Rehabilitation Centre at 7:00 p.m. You are cordially invited to attend.

I hope the above is useful to you. Please feel free to contact us if you have any questions.

Yours sincerely,

Alan Warren,
Executive Director.

cc: E. Hough

Encl.

AW:mah

[illegible]
OTTAWA-CARLETON

Suite 304
1355 rue Bank Street
OTTAWA Ontario K1H 8K7
Telephone (613) 523-[illegible]

February 15, 1984

Dear

I am pleased to enclose for your information and review the "Draft Report to Council: Accommodation and Support Care Needs of the Severely Physically Disabled Aged 0-64 in Ottawa-Carleton". Council is grateful to the many organizations and individuals in the community who co-operated and assisted in this undertaking.

On behalf of the District Health Council, I invite you to participate at a community meeting to be held on Wednesday, March 21, 1984 at 7:00 p.m. to be chaired by Council member, Mrs. Betty Muggah. The purpose of the meeting is to seek feedback on the attached Draft Report, specifically on the recommendations contained therein. Subsequently a final report will be prepared taking into consideration the suggestions and comments of the community.

The meeting will be held in the gymnasium at the Royal Ottawa Regional Rehabilitation Centre, 505 Smyth Road, Ottawa, Ontario. The meeting room will be looped for the hearing impaired and facilities are wheelchair accessible. To facilitate final arrangements for the meeting, please contact Mrs. Leslee Rama (737-7350 ext. 484) by March 16th to confirm whether or not you and/or your delegate are able to attend. If you wish, comments may be submitted in writing, by March 16th to:

Evelyn Hough,
Project Co-ordinator,
Research Department,
Royal Ottawa Regional Rehabilitation Centre,
505 Smyth Road,
Ottawa, Ontario
K1H 8M2

...2

For those who prefer, the executive summary and the discussion and recommendation chapter are available in French and in cassette form for the visually impaired. These can be obtained by contacting Mrs. Rama (as noted on the previous page).

Your comments on this document would be appreciated and we look forward to seeing you at the community meeting in March.

Yours sincerely,

Ross Cruikshank,
Chairman.

Conseil de Santé pour le district régional
OTTAWA-CARLETON
Regional District Health Council

Suite 304
1355 rue Bank Street
OTTAWA, Ontario K1H 8K7
Telephone (613) 523-6000

February 13, 1984

Mr. Stan Wilder,
Planning Branch,
Ottawa Housing Study,
City Hall, 5th Floor,
111 Sussex Drive,
Ottawa, Ontario.
K1N 5A1

Dear Sir:

In response to the attached invitation to comment on the City of Ottawa's housing problems, I am writing on behalf of District Health Council's Mental Health Committee, to convey that committee's perspective regarding housing problems particularly related to needs of persons with psychiatric disabilities.

A. Chronic Psychiatrically Disabled:

As indicated in our Report on Adult (Non-Elderly) Mental Health Care, 1982, it is estimated that there are perhaps 2,000 adults with long-term psychiatric disabilities in Ottawa-Carleton, of various age groups, with a slight preponderance of males. Relatively few of this group are capable of achieving independent living. Many live with families; a small proportion are in long-term care institutions such as psychiatric hospitals, nursing homes, and psychiatric homes for special care. The housing and protection needs of most of the rest tend, in Ottawa-Carleton, to be addressed through private domiciliary hostels (residential houses, rest homes). It is this aspect of psychiatric housing for the chronically disabled which the City may best be in a position to continue improving.

As the City is well aware, domiciliary hostels provide room, board and 24 hour supervision to persons unable to live independently for a variety of reasons, - psychiatrically disabled, frail elderly, a few developmentally or physically handicapped, - and these persons may be private payer or subsidized through RMOC Social Services. Hostels are available in a fairly wide range of location, size, language, and type of resident. Availability of this type of subsidized housing to the psychiatrically disabled is an exception in Ontario and is a reflection of the community's long standing concerns, and willingness to act on behalf of this special needs group.

Following are some suggestions for further improvements in this resource.

.../2

1. Continue to press for regional licensing of domiciliary hostels, using the guidelines adopted in 1981. 65

2. Support implementation of recommendations of the Phase I Report on Domiciliary Hostels, developed by the RMOC Social Services Committee on Domiciliary Hostels. 66

3. Encourage completion of the Phase II Report on Domiciliary Hostels, examining program related needs of domiciliary hostel clients. 67

4. Consider means of increasing the per diem rate payable to domiciliary hostel operators for subsidized clients conditional to their meeting. requirements recommended in the above Phase II Report. It is clear that at current per diem rates, it is unrealistic to anticipate that operators can do much more than meet licensing guidelines, if that. Ways of negotiating higher cost sharing by the Ministry of Community and Social Services should be further explored. 68

5. Facilitate the development of non-profit domiciliary hostels. Two suggestions for carrying this out are outlined under Section B below. 69

B. New Disabled and Mentally Frail:

Perhaps the psychiatric populations experiencing the most difficulty in obtaining appropriate housing are the newly disabled and those with a relatively mild diagnosis. Onset of schizophrenia is most common in the 20-29 year age group, and this age group is vulnerable to less severe disorders also. All the problems encountered by the young in general, - relatively low incomes, high unemployment, few job skills, - are experienced even more sharply by these psychiatric groups, sometimes leading to a vicious circle effect. While the great majority are capable of leading independent and productive lives, and are striving to do so, they need reliable support as they move forward in the process.

The rehabilitative treatment aspect of this support is primarily the responsibility of the Ministry of Health, but the shelter component could be facilitated through City initiatives. For example, Salus Corporation, offering residential services to the psychiatrically disabled, has its program costs funded by the Ministry of Health, and its shelter costs by its residents, from contributions from their social assistance incomes. As Salus is an organization with which our Mental Health Committee has been closely involved, we are well aware of the enormous amount of time and effort which must be given by a voluntary board of directors in putting a program in place, even after program funding has been assured. Doubtless this is true for all groups seeking to implement special needs housing services. Following are some suggestions by which the City could make the task less discouraging.

1. Have professional staff available to "loan" to special needs groups, who not only can provide information on such questions as zoning laws, how to apply for money from Canada Mortgage and Housing, what the restrictions on land use are, but also can carry out the appropriate investigations, complete applications, and so on. Use of such staff would be much more effective than having each voluntary board painstakingly acquire this expertise itself. 70

.../3

2. Explore how public housing and land noldings can be made more readily available for special needs groups.

71

The Mental Health Committee welcomes the opportunity to contribute to the Ottawa Housing Study, and would be pleased to provide further information from its mental health planning report if this would be helpful. It will be looking forward to the action strategies of the Housing Study's final report.

Sincerely yours,

Heather Caloren

(Mrs.) Healther Caloren,
Chairman,
Mental Health Committee,
Activation Sub-Committee.

HC/DL/lp

OTTAWA HOUSING STUDY

BUILDING A PLAN TOGETHER

Jan 21 Citizen

The City of Ottawa, together with Peter Barnard Associates, is preparing a housing strategy to establish effective action programmes aimed at addressing local housing needs and issues. An important first step will be to evaluate the current housing situation in Ottawa.

As part of Phase I, the City of Ottawa invites written submissions from citizens, community groups, non-profit organizations, developers, professionals and any other individuals or agencies who have a stake in the local housing market. Topics include:

- What you see as the housing problem in the City.
- Suggested solutions to local housing issues.
- What the role of the City should be in meeting these problems.

Submissions can be in any format, including hand written letters or formal briefs. Submissions should be received by February 13, 1984, and sent to: Planning Branch, Ottawa Housing Study, City Hall, 5th Floor, 111 Sussex Drive, Ottawa, Ontario. K1N 5A1

For further information, please contact either Mr. Stan Wilder or Mr. Dan Stankovic at 563-3181.

10446

Ministry of Municipal Affairs and Housing
Ontario Housing Corporation
Ministère des Affaires municipales et du logement
Société du Logement de l'Ontario
1150 Morrison Drive
Ottawa, Ontario
K2H 8S9
613/820-8305

File 33-437-1

March 15, 1984

Mr. D. Kardish
Housing Co-ordinator
Regional Municipality of
Ottawa-Carleton
222 Queen Street
Ottawa, Ontario
K1P 5Z3

OTTAWA-CARLETON
RECEIVED
MAR 19 1984
14
PLANNING DEPARTMENT

Dear Mr. Kardish:

Re: Draft Regional Housing Statement

In response to your letter of February 7, 1984 in which you requested our comments on the Region's Draft Housing Statement, the following observations are provided:

72 Page 46 Vacancy rate is quoted as .03. This does not agree with your table 4.2 on page 67 where the rate is indicated as .3.

Page 57 3.4.4.1 General
We would concur with the statement that "because of the proliferation of waiting lists and lack of a common method of needs assessment an accurate assessment of actual demand is difficult". Our indications are that there could be up to a 25% duplication factor between O-C.R.H.A. and C.O.N.P.H.C. alone. Steps are being taken to establish a joint waiting list between these two agencies and hopefully, the O.H.C. point-rating system will be adopted by the City.

73 Page 60 C.O.N.P.H.C. has a potential for 705 rent supplement senior citizen units under an agreement signed with O.H.C. a number of years ago. To date there has not been a full take-up of these units, which would suggest the demand for R.G.I. units for seniors may not be as great as indicated in the report. The "urgent" need for 150 R.G.I. S.C. units should be carefully examined in light of the Housing Authority's stock of units, turnover rate and C.O.N.P.H.C's lack of full use of rent supplementation for its senior citizen accommodation.

Page 71 We support the report's view regarding exploring the potential for conversions as a means of increasing rental stock. The municipalities will have to take a lead in this regard by easing By-laws rather than tightening them as has been happening in some areas of Ottawa.

On balance, we agree with the findings of the report and commend the Region for its initiatives to date.

Yours sincerely,

Brian J. Sutherland
Regional Manager
Regional Housing Programs Office-Ottawa

BJS:dmg

Ministry of Municipal Affairs and Housing
Ontario Housing Corporation

777 Bay Street, 2F
Toronto, Ontario
M5G 2E5

(416)585-6380

OTTAWA-CARLETON
RECEIVED
MAR 20 1984
PLANNING DEPARTMENT

File 33-437

March 15, 1984

Mr. David Kardish
Housing Co-ordinator
Regional Municipality of
Ottawa-Carleton
222 Queen Street
Ottawa, Ontario
K1P 5Z3

Dear David:

I have completed my review of the Regional Municipality of Ottawa-Carleton MHS Update.

As I have indicated to you, the report is comprehensive and addresses all areas which are of particular concern to the Ministry of Municipal Affairs and Housing. My only comment with respect to the content of the Update Report is that the assisted housing targets identified by the RMOC Assisted Housing Survey for area municipalities were not specifically referred to in this document.

74

In reviewing MHS Statements or Updates submitted by local area municipalities, e.g., City of Gloucester, these RMOC AHS figures are usually referred to as assisted housing targets. Since area municipalities do tend to utilize these figures, it seems reasonable that these numbers should be incorporated into the text of the Update Report.

I wish to thank you for your invitation to attend the next TAC meeting to be held on April 13, 1984. Unfortunately, I will be unavailable to attend. I would, however, appreciate receiving the minutes of that meeting. Thank you.

Yours sincerely,

S. Stilling

Suzan Stilling
Regional Housing Analyst
Housing Field Operations Branch

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

INTER-DEPARTMENTAL CORRESPONDENCE

OTTAWA-CARLETON RECEIVED MAR 7 1984 PLANNING DEPARTMENT

TO: Regional Housing Coordinator	DATE March 6, 1984
FROM: Director, Plans Admin. Division, Planning Department	SUBJECT: Plans Admin. Division Comments on the Regional Housing Statement Update File: 15-100.1

As per your request, please note the following PAD comments on the Draft Regional Housing Statement Update Report which was presented to the joint session of the Planning and Social and Health Policy Committees on January 24, 1984.

Building Lot Supply

The Report states that there could be a shortfall as early as the spring of 1984 in the supply of registered single-family lots, as a result of the extraordinary number of singles completed in 1983. It is our view that the potential shortage of registered single-family lots is not as serious a problem as your Report would appear to indicate. The PAD has recently completed an update of the development status sheets of the three major growth areas and, as you will note on the attached sheets, there is an adequate supply of registered lots which have not yet been built upon and furthermore, there are a number of draft approved plans which are progressing to the registration stage. Therefore, based on these updated figures, we do not believe there is a serious shortfall with the future supply of registered single-family lots within the new development areas.

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Furthermore, your recommendation on page 11 of the Housing Statement that "Regional Council direct the Planning Department to review the supply of registered single-detached lots immediately, and if this supply is sufficient, to pressure developers to bring forward pending plans for draft approval and regisration", should be revised in light of the updated figures. Also, the Plans Admin. Division would question our role with respect to the Region's involvement in "pressuring developers" to accelerate the draft approval and registration process. In our view, it is not within the scope or perview of the Region to actively intervene in the process whereby the conditions of draft approval are cleared through legal agreements with the appropriate agencies. This process involves a number of variables outside the control of the Region and should remain the responsibility of the land developer. The existing workload of the Division is considerable and for our staff to become involved in this level of detail is not only very time-consuming, but also would overstep our legislative and delegated authority as stated in the Planning Act, SO 1983, and recent Delegation Orders. For example, the new Planning Act, by

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dropping the automatic lapsing of a draft approved plan after three years, has somewhat limited our authority to speed up the registration process, even though we are still applying such a draft approval time limit by unilaterally requiring the three-year lapsing provision as a condition of draft approval.

Also, as you recall, our efforts to restrict the number of draft approval extensions given to a draft approved plan which has lapsed after three years, was essentially overruled by the Regional Planning Committee a couple of years ago.

In any event, should a method be found to accelerate the registration process, there is still the problem with the actual issuance of building permits and at this stage, the Region has little or no involvement.

Condominium Rental Applications

As you are aware, on February 21, 1984, the Plans Admin. Division submitted, for the concurrence of the Regional Planning Committee, three condominium rental applications that dealt with issues related to the Federal and Provincial Rental Subsidies Grant Program. As a result of that meeting, the issue with respect to whether the Region should preclude the registration of condominiums where rental incentive grants are involved was discussed and the Planning Committee's direction was to proceed with condominium approval on these applications. It was further noted during this discussion that the Region should not be the agency establishing restrictions on the guidelines for the rental incentive programs now provided by Federal and Provincial agencies. If the guidelines are such that condominium conversions are permitted, we should consider requesting the Federal and Provincial authorities to tighten up the rental incentive programs in such a way that condominium conversions would not be permitted.

76

Planning Committee did agree at its February 21st meeting, to require all condominiums to contain a standard clause whereby the owner will be required, through the rental lease agreement to notify the occupant that the unit being rented is a condominium and may be offered for sale at some future point in time and that the owner comply with the notification requirements of the Landlord and Tenants Act.

...3

RMOC Conversion Policy

It is our view that the RMOC Conversion Policy is basically intended to prevent the large-scale conversion of old existing rental properties by major developers within the Region. The question remains as to how to process small infilling condominium conversions where the application involves a project of less than five or six units. Some clarification is required in this regard. 77

I trust these comments will be of some assistance to you and should you require any further explanations with regard to the above, please feel free to contact Barry Edgington.

G.G. Miller

Attachs.

RBE/gr

D.K

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

INTER-DEPARTMENTAL CORRESPONDENCE

OTTAWA-CARLETON RECEIVED MAY 17 1984 PLANNING DEPARTMENT

TO	SECRETARY SOCIAL AND HEALTH POLICY COMMITTEE	DATE	15 May 1984
		SUBJECT	DRAFT REGIONAL HOUSING STATEMENT
FROM	SOCIAL SERVICES COMMISSIONER	File:	SH-2

PURPOSE

This report responds to those aspects of the Regional Housing Statement which relate directly to the Region and Social Services. Our comments will focus on housing for special needs groups, emergency housing, and Regional planning and co-ordination activities.

SPECIAL NEEDS HOUSING

The report states that the housing requirements of special needs groups are not well documented; consequently housing for these groups is not being comprehensively planned or coordinated.

The report recommends the establishment of a Regional Housing Directory for special needs groups. The Department concurs with this recommendation and suggests that the office of the Housing Coordinator is the logical location for this registry.

EMERGENCY HOUSING

The report suggests that there will be continued need to provide emergency housing to various types of households (single men, single women, families) over the next three to five years. The report recommends that a comprehensive needs assessment is required to effectively address the requirements for emergency housing and that, as part of this review, an investigation of funding alternatives should be included.

The Department concurs with this recommendation and suggests that the planning committee, recently established by the Social Planning Council, be given the task of conducting this needs assessment. Representatives from the Regional Planning Department and Social Services to be included in this committee. In the interim, the Department has developed a strategic housing plan for Social Services which is attached for reference. This plan outlines the housing mandate for Social Services and includes goals and objectives for 1984-85.

HOUSING COORDINATION

The report identifies a number of areas requiring improved planning and coordination and suggests that the Region play a more active role in this regard. Specifically, the report recommends that the Region, in consultation with other housing agencies, explore ways to coordinate existing waiting lists for rent geared to income housing units including the establishment of a common needs ranking system.

The Department concurs with this recommendation.

.../2

CONCLUSION

Generally speaking, the report paints a gloomy picture and underscores the urgency of addressing the housing affordability problems encountered by low and moderate income residents in the Region.

A number of recommendations are put forward that would begin addressing the situation in a more comprehensive and coordinated fashion than previously. This would require an expanded housing role for the Region. The Region would continue its dual responsibility for housing established in 1978 but expand regional responsibility in areas such as coordinating assisted housing waiting lists, establishing a centralized housing information bureau and provision of emergency housing.

RECOMMENDATIONS

1. THAT the Regional Housing Coordinator be given responsibility and authority to a) establish a special needs housing directory, b) establish a centralized waiting list for assisted housing with a common needs ranking system, and c) expand the provision of housing information by formally establishing a housing information bureau.

2. THAT the emergency housing planning committee recently established under the auspices of the Social Planning Council be given the responsibility to conduct a comprehensive needs assessment and produce a strategic plan of action for the provision of emergency housing in the Region. This committee to include representatives from the Regional Planning and Social Services Department.

ARTHUR J. POPE
Commissioner

c.c.: Planning Commissioner
Regional Housing Coordinator
Executive Director, Social Planning Council
Executive Director Program Delivery
Department Planners

SOCIAL SERVICES STRATEGIC HOUSING PLAN
1984 - 1987

V HOUSING NEEDS OF CLIENTS

The general strategy for housing is to limit the Department's involvement in the regular long-term housing needs of clients to financial assistance while providing actual accommodation for their emergency needs.

Clients needing regular long-term housing will also be referred to appropriate housing authorities and to a Regional Housing Registry, when established.

Planning for the provision of emergency housing will require a commitment of financial and staff resources for the next 3 or 4 years. The alternative of purchasing all emergency housing from commercial motels, however, would be more costly.

Goals and objectives are:

Goal 1

To provide financial assistance for regular long-term housing needs of clients rather than to provide such housing itself.

Objectives

1.1 To provide shelter allowances and rent supplements according to legislation.
Method of measurement: Case Review regular audit of eligibility.

1.2 To provide deposit of last month's rent (once a year only) to all eligible clients where required and verified by landlord.
Method of measurement: Proportion of families and singles receiving last month's rent in relation to proportion of families and singles in caseload.

1.3 To take recovery action by follow-up when accommodation is changed, documenting in file when recovery has not been possible.
Method of measurement: Number of recoveries from clients in monthly Exception Report.

Goal 2

To refer clients with regular housing needs to external agencies.

Objectives

2.1 To refer to appropriate housing authorities.
Method of measurement: Number of referrals noted by Case Review.

2.2 To refer to a Regional Housing Registry, when established.
Method of measurement: Number of referrals received by the Regional Housing Registry from this Department.

Goal 3

To provide information to Social and Health Policy Committee so that local and senior levels of government can be alerted to severity of housing deficiencies.

Objectives

3.1 To provide data to show inadequacy of Provincial rent supplements, including social and financial implications of inadequate supplements.
Method of measurement: Completion of reports.

3.2 To provide data on availability and standard of housing for clients on assistance.
Method of measurement: Completion of reports.

Goal 4

To provide emergency housing for all clients who need it on a 'shelter' basis only rather than to provide counselling, rehabilitation or other special services (as in recovery homes, domiciliary hostels, transition homes, etc.).

Objectives

4.1 To provide up to 35 Department-operated housing units for client families and to purchase emergency housing in motels for requirements beyond 35 units.
Method of measurement: Number of Department units provided. Motel costs 1984, 1985, 1986, 1987.

4.2 To maintain present level of purchased spaces for single males at Salvation Army or Union Mission.
Method of measurement: Number of spaces purchased.

4.3 To encourage Salvation Army and Union Mission to adopt more flexible rules and curfews or to provide a secondary level of service for those not complying with rules and curfews.
Method of measurement: Correspondence and number of meetings about this issue.

4.4 To encourage other community or church groups to provide emergency facilities for single males as needed.
Method of measurement: Number of units provided.

4.5 To purchase emergency housing for single females from the YW or other groups, maintaining a supply of a minimum of 25 (1984) purchased beds for single females (over and above YW accommodation).
Method of measurement: Number of spaces provided.

Goal 5

To assist clients in emergency housing to obtain regular accommodation.

Objectives

5.1 To provide staff assistance to facilitate the re-entry of clients into the private market or public housing.
Method of measurement: Amount of Emergency Housing Worker's time spent on this function.

OTTAWA-CARLETON
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22
PLANNING DEPARTMENT

3240 Southgate Road #9
Ottawa, Ontario K1V 8W7
March 25, 1984

Feb 33,127

Mr. David Kardish
Housing Co-ordinator
Planning Department
Regional Municipality of Ottawa-Carleton
222 Queen Street
Ottawa, Ontario K1P 5Z3

Dear Mr. Kardish:

I think I had better preface my remarks, relative to the "Regional Housing Statement Update" by saying that my family and I are part of that group of people who are classified as middle income earners (the combined income of both my husband and myself in 1983 was $32,000) who pay more than 25% of our income on housing. We are currently paying $704.00 per month for the privilege of housing our family of four in a single family detached two-storey four bedroom condominium unit in the south eastern part of Ottawa. Affordability is our single most pressing problem. The interest rate on our mortgage has been at the 17% level for the past three years, and both condominium fees and taxes, including regional taxes, have increased remarkedly. Our hope is that

1) Interest rates will not go as high as 17% when we renew our mortgage this June,

2) We will be able to pay down a significant amount of money or our mortgage in order to bring out monthly P.I.T. payments more in line with our affordiability limits,

3) That condominium fees will remain constant for at least a few years, so we can attend to interior repairs on our unit, and that

4) Regional and municipal taxes stay in check, as our opportunities for increasing our individual incomes to compensate for rising taxes is limited.

On Recommendations For Meeting Overall Annual Housing Requirements

1) I agree that the Regional Council should petition the Federal Minister of Finance on the need to maintain a stable and reasonable interest rate level.

2) I also agree that the Regional Planning Department should monitor annual housing production and report progress to Council.

On Meeting Overall Rental Requirements

1) I do not believe that Regional Council should petition higher levels of government for generalized help in the rental housing area. I am a strong believer in keeping control of housing, rental supply or otherwise, as close

78 to the municipal level as possible. However, I do believe that rent controls should be phased out, provided a suitable stock of low income housing is made available. Investment in rental units at this time is largely poor because of the imposition of rent controls. I don't see why a closely monitored lifting of rent controls on a gradual basis wouldn't be successful.

79 I also think Ottawa and its surrounding municipalities should continue to depart from the norm and start to develop their own housing projects rather than depending on other levels of government for assistance.

2) I agree that the Region should continue to discourage the practice of converting rental units to condominium units. I think this entrepreneurial idea has created a super-inflated market not based on value, but on scarcity and federal and provincial governmental fiscal incompetence.

80 Relative to the Regional Council establishing an inter-municipal task force (p. 11, 7.), I think all ideas for pilot programs should be presented to the public before they are implemented. This way there will be maximum support from the community and the chances for greater acceptance by individual communities should the projects be successful.

On Meeting Assisted Housing Requirements

81 I agree with the recommendations 10. and 11., however I disagree with paragraph 12 to the extent that I do not believe in 100% housing subsidies. I think too many in our population rely on these kind of social handouts, and consequently don't develop the idea that the community expects something from the needy as well, be it ever so humble. Something paid in exchange for shelter seems reasonable. In cases where this is impossible, then special funding should be made available. Rent-geared-to-income units would seem to be most effective. What bothers me are the long term affects of shelter allowance programs which I believe have the tendency to perpetuate the housing problem

On Meeting Assisted Housing Requirements (con't)

rather than to encourage individual efforts to be more self-supporting.

Regarding item 13 p. 12, I believe control for non-profit housing should remain at the municipal level.

On Making Better Use of Existing Housing Resources

I am not convinced that a common waiting list or a common needs rating system would be anymore effective if it were consolidated than it is in its present form. I think the major problem is with access or number of units available at any given time. If only five units are available and you have six equally needy people, someone is going to luck out. Concentration should be on affordability and accessability, in that order.

I do agree that the public should be more informed about what types of housing and what types of housing programs are presently available.

On Meeting Emergency Housing Requirements

I think this should be a municipal effort.

On Keeping Council Informed

I believe that detailed housing policies should be presented to Council and that regular progress reports should be made. I believe that availability and affordability should be the key issues along with lobbying the federal government relative to maintaining stable interest rates, and the provincial government relative to phased housing out of rent controls.

I also believe that rent control is important and that people would readily alter their housing preferences if it was in their best interests to do so.

All things being equal, I can't think of a better place to live, but then again, I don't have too many choices either.

Sincerely,

Louise White
Data Conversion Operator

4/

Addendum - Typos

p. 34 1st line last paragraph -- "Limited Dividend Program"

p. 71 Last paragraph, 3rd to last sentence -- "ownership"

p. 104 Table 8 -- More

p. 11 Paragraph 6 b) -- unclear phrasing

La Société Elizabeth Fry d'Ottawa
Elizabeth Fry Society of Ottawa

NOV 29 1983

November 29, 1983

Mr. A. S. Haydon
Chairman
Regional Municipality of Ottawa Carleton
222 Queen Street
Ottawa, Ontario

Dear Andy:

Housing in the Ottawa-Carleton area has become a matter of crucial importance in 1983. Of even more concern to the Elizabeth Fry Society of Ottawa over the last few years has been the particularly extreme housing situation for women.

As a result, in late 1982 the Society initiated the preparation of a Report to address the issue of housing for women in Ottawa-Carleton.

This Report, "Housing in Ottawa-Carleton - A Women's Issue", as prepared by Debbie Barton and endorsed by our Board of Directors, is now complete and we enclose a copy for your review together with a short form "fact sheet" which outlines the Background, Findings and Recommendations of the Report.

You will determine from the Report there is an appalling situation in Ottawa-Carleton with respect to women and housing. The recommendations in the Report will go a long way to remedying the problem in both the short-term and long-term. However, the recommendations require action by all four levels of government - national, provincial, regional and municipal - and by other interested organizations.

.../2

37

We anticipate this Report will result in each level of government taking timely, unilateral initiatives, and also hope the Report will encourage all levels of government and other organizations to interact more closely to address all aspects of the housing crisis in Ottawa-Carleton.

The Report is being released publicly on Tuesday, November 29, 1983 and we request your prompt review and consideration of the issues raised, and your support for the proposed recommendations.

Yours very truly,

JOHN M. SCOTT
President

Encls.

November 29, 1983

HOUSING IN OTTAWA-CARLETON: A WOMEN'S ISSUE

Background

In September 1982, the Board of Directors of the ELIZABETH FRY SOCIETY OF OTTAWA was concerned about the lack of appropriate housing for women in the Ottawa-Carleton area. Consequently, Debbie Barton was hired through funding from a Canada Community Services Project to prepare a report on this issue.

FINDINGS OF REPORT	PAGE NO
NATIONAL:	
* Two out of three single low income persons are women	9
* 45% of the female population earn under $10,000 (Ontario)	10
* 48% of female headed families in Canada are poor	9
* There is a 66% chance of elderly women being poor	11
* Almost one-half million wives live in poverty and are a forgotten statistic	12
* Female headed families are the major consumers of public housing	14
* The majority of women are renters because of their low income	14
* Women are forced to live in abusive situctions because they cannot afford to obtain their own housing	29, 30
OTTAWA-CARLETON:	
* 52% of the region's population are women	6
* Statistics demonstrate that the majority of the 35,000 working poor are women	13
* The majority of women in need of affordable housing are young single women	6
* 19% of families are single parent families (according to national statistics over 83% of single parent families are female headed)	8

PAGE No.

* A total of 4011 female headed single parent families, almost 25% of the total single parent families, were in receipt of General Welfare Assistance or Family Benefits during March 1982 — 11

* From January to June 1983, 107 families have been accommodated in hotels at a cost of approximately $40,000 per month to the region — 40

* The rental vacancy rate is .3%

* Since 1977, the availability of rooming house space has decreased by 60% — 15

* Specialized housing programs for women are filled to capacity and have waiting lists — 68

* Due to lack of rental accommodation, women are often housed inappropriately in specialized housing programs which they do not necessarily require — 21, 24, 25, 26 & 27

* In 1982, 1070 women and children could not be accommodated at Interval House due to lack of space — 29

* The YWCA is the only emergency accommodation for single woman. At least one woman a day is turned away — 32

* Women in housing for unwed mothers have no place to live once their child is born — 28

RECOMMENDATIONS OF REPORT

* That Canada Mortgage and Housing Corporation ensure that the stock of affordable housing for low-income people is increased — 51

* That Canada Mortgage and Housing Corporation encourage the formation of a Women's Co-operative in Ottawa — 51

* That Canada Mortgage and Housing Corporation ensure that the Women's Bureau carry out its mandate of evaluating the impact of the national and urban housing programs on women — 51

* That the Ontario Ministry of Community and Social Services ensures the adequacy of Social Assistance payments and Shelter Subsidy allowances — 53

* That the Ontario Ministry of Municipal Affairs and Housing develop and implement a variety of publicly assisted housing program alternatives — 52

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4356

PAGE NO.

* That the Ontario Ministry of Municipal Affairs and Housing ensure that the Ontario Housing Corporation adjust their eligibility criteria to include single people and blended families. The eligibility criteria must give more weight to lack of income. The one year residency requirement must be dropped 52

* That the Ontario Ministry of Municipal Affairs and Housing ensure that non-profit housing allocations be increased for the Region 53

* That the Regional Municipality of Ottawa-Carleton ensure that its Housing Registry include services for single people 53

* That the Regional Municipality of Ottawa-Carleton and the Ontario Ministry of Community and Social Services support the establishment of an emergency hostel for single women 54

* That the Regional Municipality of Ottawa-Carleton and the Ontario Ministry of Community and Social Services encourage and support the establishment of three more shelters for battered women and their children 54

* That the City of Ottawa implement the recommendation of the 1981 report Rental Housing Crisis in Ottawa that funding for housing related programs be raised locally by a housing levy 52

* That the City of Ottawa address the issue of conversion of accommodation from rental to owner and advocate controls

* That the Municipalities in the Region amend zoning restrictions to allow people with extra space to provide rental accommodation 54

* That the municipalities in the Region create non-profit housing corporations and develop housing projects as soon possible 54, 55

* That women's organizations, already providing shelter for women, explore, advocate and support housing alternatives such as: a facility for mothers and their newborns; second stage housing; satellite apartments; a detox centre for women, and increased housing for the female alcoholic 55

Note: It is the intent of the Elizabeth Fry Society of Ottawa to have the complete report translated into French should funds become available

RECOMMENDATIONS TO

THE SOCIAL AND HEALTH POLICY COMMITTEE OF THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

SUBMITTED BY
THE 'HOUSING FOR WOMEN' SUBCOMMITTEE OF THE SOCIAL PLANNING COUNCIL HOUSING COMMITTEE

82 Recommendations for Immediate Action

1. That the Region build or purchase a building for a women's emergency hostel.

83 2. That the Region petition the local office of Canada Mortgage and Housing Corporation to allocate subsidized housing units for women's second stage housing in 1984. [N3: The Ottawa Women's Housing Group has already submitted a start-up application for a women's co-operative that would include second stage housing].

84 3. That the Region support a change in 'City Living' policy, to give priority in their subsidized units to female-headed families with special needs. For example, Interval House has been less and less able to offer emergency shelter to battered women because families currently using the refuge are unable to find affordable long-term housing.

85 4. That the Region provide a centralized housing information service for families and single persons. The existing housing registry service could be modified for this purpose.

86 5. That the Region petition Ottawa Housing to allow blended families and single women to share their larger, currently underutilized facilities.

87 6. That the Region support the proposed changes to City of Ottawa bylaw #AZ-64, which would allow roomers and boarders to live in standard residential and commercial zones to a greater extent than present bylaws permit.

Medium Term Recommendations

88 1. That the Region support 'City Living' in the purchase and establishment of a rooming house for women.

89 2. That the Region support attempts of non-profit groups such as Salus Corporation and the Canadian Mental Health Association, to address the housing needs of psychiatrically-disabled women.

90 3. That the Region encourage the Ontario Human Rights Commission to organize and investigate incidences of discrimination by landlords against women with children and single women.

4. That the Region block lease 10% - 20% of City Living housing units for second stage housing for women and mother-led families, and that the Region petition the province for sufficient rental subsidies for these units. 91

5. That the Region provide funds to allow agencies such as Elizabeth Fry Society, Interval House and Amity House to purchase second stage housing units for their users. 92

6. That the Region encourage its member municipalities to adopt bylaws supporting intensification of existing residential neighbourhoods. 93

7. That the Region support the establishment by its municipalities of a $5 surtax on property, to be allocated for emergency and non-profit subsidized housing. 94

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ANNEX 'F'

SUMMARY OF LOCAL MUNICIPAL ZONING BY-LAWS

ON THE ESTABLISHMENT OF GROUP HOMES

Summary of Local Municipal Zoning By-laws on the Establishment of Group Homes

City of Ottawa

Definition:

A residence that is registered with the City of Ottawa for the accommodation of three or more persons, exclusive of staff, living under supervision in a single housekeeping unit and who by reason of their emotional, mental, social or physical condition or legal status, require a group living arrangement for their well being.

Zones Permitted:

All residential areas provided it is located more than 300 metres from another existing group home.

City of Vanier

Definition:

A detached single family dwelling house in which three to ten unrelated residents (excluding staff or receiving family) live as a family under responsible supervision, consistent with the requirements of its residents. The home is licensed or approved under provincial statute in compliance with municipal by-laws.

Zones Permitted:

R1, R2, R3, R4 or PV provided it is not located within a 300 metre radius of another group home.

City of Gloucester (current)

Definition:

Not defined. In areas of Gloucester where "Family" is defined, there is no restriction on the number of unrelated individuals that can live together as a single housekeeping unit.

Zones Permitted:

Would seem to be permitted in all residential zones under the family definition.

City of Gloucester (proposed)

Definition: Not defined.

Zones Permitted:

Rural - all rural residential zones
Urban - all residential zones

Limitations:

a) shall be located only within a single dwelling

b) shall not be located within 500 metres (1,000 metres in rural areas) of any existing group home.

c) shall not be occupied by more than 10 people

d) shall not be deemed a group home if there are less than four persons.

Municipality of Cumberland

Definition:

A single housekeeping unit in a residential dwelling in which three to ten persons (excluding supervisory staff or receiving family) live as a family under responsible supervision consistent with the approval and/or licensing under provincial statutes and municipal by-laws.

Zones Permitted:

Urban - Not permitted pending the outcome of a review of proposed zoning changes.

City of Nepean

Definition:

A residence that is licensed or funded under an Act of the Province of Ontario for the accommodation of three to ten persons, exclusive of staff, living under supervision in a single housekeeping unit and who, by reason of their emotional, mental, social or physical condition or legal status, require a group living arrangement for their well being.

City of Nepean (cont'd)

Zones Permitted:

Any residential zone provided it is located more than 500 metres from an existing group home.

Municipality of Kanata

Definition: Not defined.

Zones Permitted: Not permitted

Rockcliffe Park

Definition: Not defined.

Zones Permitted: Not permitted.

Municipality of Osgoode

Definition:

Not formally defined, however, the definition of boarding house states that "In the case of room and board being provided with any social or welfare agency then such a dwelling unit shall not be deemed to constitute a boarding house for the purposes of this By-law unless the number of boarders is nine or more persons".

Zones Permitted:

Would seem to be permitted in any residential area provided other zoning requirements are met and there are less than nine residents.

Municipality of Rideau

Definition: Not defined.

Zones Permitted: Not permitted.

Municipality of Goulbourn

Definition: Not defined.

Zones Permitted: Not permitted.

Municipality of West Carleton

Definition: Not defined.

Zones Permitted:

Any residential zone.

POOR

QUALITY

ORIGINAL